E. C.No. 750

ESTIMATES COMMITTEE (1972-73)

(FIFTH LOK SABHA)

FORTY-THIRD REPORT

MINISTRY OF HOME AFFAIRS

Union Territory of Andaman & Nicobar Islands

LOK SABHA SECRETARIAT
NEW DELHI

April, 1973/Vaisakha, 1895 (Saka)

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(1972-73)

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ACTION TAKEN SUB-COMMITTEE
(1972-73)

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CHAPTER I

INTRODUCTORY

1.1. The Estimates Committee (1969-70), Fourth Lok Sabha after examining the various problems peculiar to the Andaman and Nicobar Islands by virtue of their location, population, fauna and flora, had presented their 128th Report on the Union Territories of Andaman and Nicobar Islands to Lok Sabha on the 20th May, 1970. This Report contained 77 recommendations in all.

1.2. Government's replies to these recommendations indicating the action taken to implement them were included in the 8th (Action Taken) Report of the Estimates Committee (1971-72), Fifth Lok Sabha. In this Report 67 recommendations were included in Chapter-II i.e. recommendations which were accepted by Government for implementation and 10 recommendations were included in Chapter-III as those which the Committee did not desire to pursue in view of the Government's replies.

1.3. The Estimates Committee (1971-72) had constituted a sub-Committee consisting of six Members, to pursue with Government the action taken by them to implement the recommendation of the Committee contained in their earlier Action Taken Report.

1.4. The Action Taken Sub-Committee of the Estimates Committee (1971-72) took up for pursuing with Government, among other matters, the implementation of the recommendations contained in the 8th Report, Fifth Lok Sabha on the subject. As desired by the Sub-Committee, further information on action taken by Government to implement these recommendations was called for from the Ministry of Home Affairs.

1.5. The Action Taken Sub-Committee of the Estimates Committee (1972-73) decided to continue further examination of the above-mentioned Action Taken Report.

1.6. Subsequently, during December, 1972-January, 1973, the Estimates Committee (1972-73) undertook an on-the-spot study tour of the Union Territories of Andaman and Nicobar Islands with a view to acquaint themselves with the problems facing the Islands especially with regard to the recommendations contained in the 8th (Action Taken) Report, Fifth Lok Sabha.

1.7. The Action Taken Sub-Committee at their sitting held on the 14th March, 1973, considered the replies received from Government on the various recommendations and decided to refer the same to the Estimates Committee for taking oral evidence of the officials concerned in the Ministries before taking final decision. Accordingly, the Estimates Committee to moral evidence of the officials on the 3rd and 4th April, 1973.

1.8. The various matters taken up by the Committee and the recommendations of the Committee in this regard are dealt with in the subsequent Chapters.

CHAPTER II

VACANCIES OF DOCTORS ON THE ISLANDS

A. Vacancies of Doctors

2.1. The problem of Public health and adequate medical care of residents of the Andaman and Nicobar Islands has been emphasised by the Estimates Committee in Chapter X of their 128th Report (Fourth Lok Sabha) which was presented to Lok Sabha in April, 1970. The Committee in Para 10.37 of that Report had noted the incentives then offered to talented Medical Officers to attract them to the Islands. From the statistics furnished to the Committee, it was observed that a large number of posts of Medical Officers were lying vacant.

2.2. The Committee had, therefore, made the following recommendations *vide* para 10.40 of their Report.

> "The Committee note with concern that a large number of posts of Medical Officers are lying vacant in spite of efforts made by the Administration to fill them expeditiously. They would recommend that the position may be reviewed at a high level and the reasons for the Doctors not agreeing to go to these Islands found out and appropriate remedial measures taken to remedy the situation."

2.3. In their reply dated 30-12-70 included in the 8th (Action Taken) Report, Fifth, Lok Sabha, of the Estimates Committee, presented in July, 1971 the Government had stated as follows:—

> "Efforts have been made from time to time to fill the vacancies under the Andaman and Nicobar Islands expeditiously. Generally, doctors are unwilling to go to the Andaman and Nicobar Islands, as this is cut off from the mainland and the modern facilities are not available there.
>
> Action taken from time to time to fill the vacancies under the Andaman and Nicobar Islands Administration is as under:

Post	*Position*
Medical Specialist	Dr. M. P. Srivastava was appointed against this post on *ad hoc* basis in September, 1969 but he did not join duty. The offer has since been cancelled. A requisition for this post has been sent to the UPSC and their recommendations are awaited.

1	2	3	4	5	6
7	Asstt. Surgeon Grade II (Non-Gazetted) (Rs. 150-380).	4	—	—	Government of India have been requested to convert these posts into GDO Grade II.
		51	34	9	

NOTE : 4 posts kept in abeyance.
4 posts (item 7) to be converted into Grade II.

2.5. During evidence, the Additional Secretary in the Ministry of Home Affairs has stated the latest position in regard to these vacancies as follows:

> "Now the existing state of vacancies is like this. Surgical Specialist post is vacant from November, 1972. Medical Specialist post is vacant from May, 1970. Junior Anaesthetist post is vacant from 4th January, 1973. Junior Ophthalmic Surgeon's post is vacant from 7th October, 1972. Junior Radiologist's post is vacant since March, 1971. Malaria-cum-Filaria Officer's post is vacant since March, 1970. General Duty Officer Gr. II-2 posts are vacant. These posts have been kept vacant for wives of officers or doctors who may wish to go over there and join duty there as doctors Assistant Surgeon Gr. I post is vacant and Assistant Surgeon, Gr. II—4 posts are vacant. These are non-CGHS posts."

2.6. So far as the cluster of small Islands around the mainland are concerned, where proper medical attendance cannot be provided for lack of adequate transport facilities, the Chief Commissioner has stated the position of vacancies as under:—

> "In Diglipur which is a Northern most town, a Doctor is posted there. Below that, there is a place called Kalighat where we have suggested posting of a Doctor. A post has to be sanctioned. Below that, to the south of that, there is a place called Maya Bunder. We have a doctor there South of Maya Bunder, there is a place Rangat, we have two Doctors there—a lady doctor and a male doctor. We have a lady doctor there at present. She is wife of an Engineer posted there."

The Committee also learn that as against five sanctioned posts one doctor in Nicobar and two in Andaman Islands are in position. The Chief Commissioner has admitted that there were some shortages and the Administration had, therefore, recommended that five vacant posts of licentiates (in medicine) should be upgraded to M.B.B.S. doctors so that outlying dispensaries might also be suitably manned.

2.7. As regards the offer made to Dr. R.N. Lal for the post of Anaesthetist, which was vacant from 1965, the Committee were informed that he declined the offer made by the UPSC and it was cancelled. On fresh requisition seat to the UPSC, they had again recommended Dr. Lal, to whom the offer was made, but he did not join.

In the meantime, the Administration have had to rely on people who had knowledge of anaesthesia, but were not trained anaesthetists for conducting 32 operations during two months upto 20th February, 1973, after departure of Dr. Govind Ram, Anaesthetist.

2.8. In a written note furnished to the Committee on 4-4-1973 regarding the vacant post of Junior Anaesthetist, the Ministry of Health and Family Planning have stated as follows:—

> "A post of Anaesthetist in the Category 'D' scale of the C.H.S. *viz.* Rs. 425-25-450-30-600-35-705—EB—35—950 with NPA at 25 per cent of pay subject to a minimum of Rs. 150|- and a maximum of Rs. 400|- p.m. was created for the A&N Islands in December, 1965. This post was subsequently included in GDO Grade I of the C.H.S. As there was general shortage of Anaesthetists, although the post was included in GDO Grade I of the CHS, a requisition was sent to the UPSC in January 1968 for selecting a candidate against this post. Dr. R. N. Lal, who was working as a GDO Gr. II officer under the Delhi Administration was selected for this post by the UPSC in November, 1968. An offer of appointment was sent to him on the 10th April, 1969. As the need for an Anaethetists was urgent, the matter was taken up demi-officially with the Delhi Administration who were requested to relieve Dr. Lal immediately for joining the appointment in the A&N Islands. Dr. Lal ultimately failed to go to the Islands and the offer of appointment was cancelled. The UPSC was thereupon requested to suggest the name of some other suitable candidate from their panel and another requisition was also

sent to them for taking recruitment action. The UPSC re-advertised the post in June, 1970 and on the basis of interviews held by them in August, 1970 again recommended Dr. R. N. Lal. An offer of appointment was again made to Dr. Lal in September, 1970. As Dr. Lal failed to respond to the offer, the offer was cancelled on 30-12-1970.

The fact that Dr. Lal had earlier been nominated by the UPSC for this post was known when his nomination for the same post was received second time from the UPSC. This was, however, not officially pointed out to the UPSC. The fact is that the UPSC got 14 applications in response to their advertisement for the post of Junior Anaesthetist made by them in June, 1970 The Commission summoned seven candidates for interview out of whom three failed to appear. Out of the four candidates interviewed by the Commission, they recommended Dr. Lal for appointment to the post.

The fact, therefore, remains that since the creation of the post in 1965 the post of Anaesthetist, subsequently re-designated as Junior Anaesthetist in the A&N Islands has remained vacant till it was filled on *ad hoc* basis by Dr. Govind Ram, a GDO Gr. II Officer on 26-5-1972. Dr. Govind Ram held this post till the 15th January, 1973 when he proceeded to attend a WHO Inter-Regional Training Course in Anaesthesiology in Copenhagen. In view of the impending departure of Dr. Govind Ram, an offer of *ad hoc* appointment was made to one Dr. S. Das Gupta of Calcutta on 8-12-1972. Dr. Das Gupta did not respond to the offer which was cancelled on 6-3-1973. An offer of *ad hoc* appointment was then made to a pool officer on 2-3-1973. The acceptance of the pool officer has not yet been received."

2.9. On enquiry as to what steps have been taken or are proposed to be taken to fill up the other vacancies, the representative of the Ministry of Health and Family Planning has informed the Committee during evidence as follows:—

"Regarding the post of Medical Specialist, we have posted one doctor D. V. Bhaskar Sundararajan of Tamil Nadu. He has expressed his willingness to serve in the Islands and the orders have already been issued on 8-3-1973. We have not yet heard from him whether he had actually joined or not. As I learn from the Chief Commissioner, he has not

yet joined, we are making efforts that he should join as early as possible. For the post of Surgical Specialist, we have posted Dr. M. G. Matapurkar (in January, 1973). He has expressed his willingness. We have had dialogues with him the other day, he is prepared to go there.

* * *

In regard to Junior Radiologist, we have requested the Union Public Service Commission to advertise this post. They advertised the post on the 23rd of December and the last date for receipt of applications was 22nd of January. It is expected that they will be able to find somebody. Regarding Junior Ophthalmologist, one Dr. Tara Kumar Datta is proposed to be transferred. He has himself requested for his transfer and we will transfer for him. In regard to Malaria and Filaria Officer, we have issued posting orders in respect of one Mohd. Ishaque but he was diverted to the post of Assistant Director, Medical Services. We have posted some other Grade I Officers but nobody has yet reported for duty. Since we have issued orders in respect of several officers, we except somebody would joint soon. Regarding Junior Anaesthetist, one pool officer by the name of Dr. Razia Doshi has been posted."

2.10. Regarding the proposal to fill up the vacancies by posting retired Army Medical Corps doctors to the Islands, the Additional Secretary, Ministry of Home Affairs, has informed the Committee that "we have specifically looked into that. The Defence Ministry is now going into it and trying to get retired Army Medical Corps personnel to go there on re-employment basis." Subsequently, the representative of the Ministry of Health and Family Planning stated:—

"Even if we get the retired people *i.e.*, people from the Army Medical Corps, we will get only General Duty Officers, of whom there is not much shortage. There is short supply only in the specialists' fields *e.g.*, radiologists, surgeons and medical specialists. I am afraid it would not be possible to get this category of officers. If they are available, they would rather set up practice on the mainland unless some incentives are given to them to go to Andamans."

2.11. With a view to sort out the problems relating to medical facilities on the Islands, the Ministry of Health and Family Planning, in consultation with the Ministry of Home Affairs, proposed to send a team of specialists consisting of one Gynaecologist, one medical

specialist and one anaesthetist, to the Andamans for a period of six weeks or so. Elucidating the purpose of the team, the representative of the Ministry of Health and Family Planning stated:—

> "They will meet the requirements of those people who need medical, surgical, gynaecological and anaesthetist's attention. It is not a question of reorienting the people there, nor of training them. It is to provide a stop-gap availability of specialists' medical cover for a period of six weeks or so and after some time we can again repeat the visits of this kind. In fact, the idea is that if we cannot send the specialists on a regular basis, we should be able to send similar teams, say three or four teams over a period of a year to attend to the urgent and serious cases."

2.12. As regards cooperation of State Governments, for instance, for deputation of medical officers to the Islands, the Ministry of Home Affairs in a written note informed the Committee that the Andhra Pradesh Government (in which State there were reported to be a large number of unemployed medical graduates) had informed the Central Government that none of the doctors working under them was willing to go to the Islands. Elucidating the matter further in reply to questions, the Additional Secretary, Ministry of Home Affairs had stated during evidence:—

> "I would wish to point out that I started by saying that we did not have such difficulties in sending our administrative officers to those places. The reason is that we have Union Territory Cadres. Officers belonging to the cadres of I.A.S. and IPS cannot be posted anywhere else when they have already been allotted to the service in the Union Territories. Therefore, they already know that at some time or other, they have to work either in Mizoram or Arunachal Pradesh or Andaman and Nicobar Islands and then come back to Delhi. There will be a combined cadre of services for all the Union Territories. So far as services are concerned, there is no difficulty.... We fully agree that the Andaman and Nicobar Islands and certain other areas of the country need special attention. I would not say that living conditions in Andamans are very much worse than in Mizoram or Arunachal Pradesh. As a matter of fact, as far as services are concerned, the difficulty in sending an officer to Mizoram or Arunachal Pradesh is as great as sending him to Andaman and Nicobar Islands. Once in six weeks, we hold meeting of coordination of all the Ministries and we try to pursue matters

relating to service personnel. And as far as services are concerned, the responsibility of the Home Ministry is to play a coordinating role. As I said earlier a pattern of services like All India Services is available in the case of I.A.S. and I.P.S. and there may be one or two more services available on an All India basis, but I think there is no such thing as Indian Medical Services on an All India basis. Now whether the pattern should be changed, whether there should be an All India Medical Service, etc., this matter has to be gone into by the Ministry of Health. But the States would not agree to this proposal, because this concerns the Medical Services of all the States. The States would never agree to this proposal. So, we cannot change this pattern unless the States agree to this and we cannot start an All India Medical Service, as it is. We may give financial incentives and other facilities to those personnel. I have been writing to the Health Secretary to know where the position stands. But now the representative of the Finance Ministry has already explained to you in this regard."

2.13. During the course of evidence, it was brought to the notice of the Committee that the Administration of the Islands had kept two posts of Medical Officers vacant "in the hope that if any specialist comes to the Islands and if his wife is also a doctor, we can absorb them against this post". It was their endeavour to provide jobs to the lady medical officers who were married to specialist medical officers in the same place. There were also examples of husband and wife, where the husband was a doctor/engineer and the wife a teacher/doctor. The Additional Secretary, Ministry of Home Affairs, stated that in view of shortage of specialists, "We shall issue instructions to fill up these posts and in future if some other doctors want such a facility, we will try to treat it differently."

Enforcement of National Service Act, 1972

2.14. From a written note furnished to the Committee in November 1971 it was noticed that the Ministry of Home Affairs informed that Ministry of Health and Family Planning had stated that with a view to meet the persistent shortage of doctors for posting to the Andamans, the only way to find medical officers was to enact in due course the National Service Bill which had lapsed on dissolution of Fourth Lok Sabha. On his attention being drawn to this opinion and the fact that the Bill has since been enacted, the representative of the Ministry of Health and Family Planning has stated that they are consulting the Ministry of Home Affairs regarding enforcement of the Act in Andamans.

2.15. The Additional Secretary, Ministry of Home Affairs, after reading out the provisions of the National Service Act, 1972, pointed out:

> "But the main stumbling block will be that the Act will apply only to those who are below 30 years of age. I do not think we will get specialists who are below 30 years."

Elucidating the provisions of the National Service Act, 1972, the Additional Secretary of Ministry of Home Affairs has stated that:

> "What I said was that the Bill has been passed, it will become law and it will come into force when Government issues notification to that effect. It has not come into operation, it has not commenced yet and as soon as it comes into operation, it applies to certain categories of service automatically which would not include the service of civilian doctors in the Andaman Islands. For that, a separate notification has to be issued declaring the services in the Andamans as a social service and thirdly after that is issued the law will apply to doctors below 30 years of age"

Fifth Plan Requirements

2.16. In reply to a question, the Chief Commissioner has furnished during evidence, the following figures of a plan under preparation for additional medical services during the Fifth Plan:

Specialists in Surgery and Medicines	6 posts
Gynaecologist	1 posts
Lady Medical Officer GDO Grade I	6 posts
Resident Medical Officers GDO Grade I	2 posts
GDO Grade I for T.B. Hospital	2 posts
Assistant Gynaecologist Grade I	1 post
Assistant Director, Grade I with diploma in Public Health and training in Malaria and Filaria	1 post
Assistant Director, Family Planning	1 post
GDO., Grade II	10 posts
TOTAL	30 posts

B. Incentives to Doctors

2.17. The main problem facing the Government is the reluctance of Medical|Surgical Specialists in particular to go to the Andaman and Nicobar Islands on several grounds, one of which is maintenance of double establishments and another is lack of proper incentives to attract them to the Islands. After examining the question, the Ministry of Health and Family Planning had proposed certain incentives for this purpose.

2.18. In a written note furnished to the Committee, they have given particulars of the then existing allowances and amenities apart from basic pay, non-practising allowance and Dearness Allowance and proposed allowances which are briefly summarised below:

Item	Existing Rate	Proposed Rate
1. *Compensatory Allowance*	7½ of basic pay Max. being Rs. 100/- p.m.	15% of basic pay.
2. *Special Allowance*		
(i) For posting in South Andaman (including Port Blair)	25% of basic Pay Max. Rs. 250/-p.m.	50% of basic pay
(ii) For posting in North/ Middle Andaman	30% of basic pay Max. Rs. 300/- p.m.	60% of basic pay.
(iii) For posting in Nicobar Islands/Little Andaman	35% of basic pay Max. Rs. 300/- p.m.	70% of basic pay.
3. Accommodation	Rent free unfurnished or House Rent in lieu	No change
4. Passage for self & Family to Mainland	Free Sea passage once a year.	Free Air Travel once a year
5. Leave Travel Concession	From Calcutta/Madras to Home town and back	No change
6. Children's Education Allowance	Nil	Rs. 45/- for first child and Rs. 35/- for second child limited to two children.

NOTE :—The above allowances are apart from the basic pay, Non-practising Allowances and Dearness Allowances admissible to C.H.S. Officers.

These revealed that at present a G.D.O. Grade II|Grade I Officer gets roughly Rs. 130|220 and Specialist about Rs. 300|- p.m. by way of allowances.

2.19. According to the Administration of Andaman and Nicobar Islands the main reasons for the reluctance of doctors to seek employ-

ment under the Andaman and Nicobar Islands Administration were that "The service in these Islands is not popular largely owing to:—

(i) Unhealthy climate

(ii) Distance from the mainland.

(iii) High cost of living.

(iv) Lack of avenues for promotion.

(v) C.H.S. Doctors have an impression that once they take up jobs in the Andaman and Nicobar Administration, they are forgotten and have to remain here beyond their term of three years."

2.20. Comparatively less reluctance has been noticed in respect of Educational Personnel and other officers who are posted to these Islands for service.

2.21. With a view to make the service attractive in these Islands, the Administration had suggested that the following additional incentives be offered and these are presently mostly under consideration of Government:—

(i) The Compensatory Allowance be increased from 7-1|2 per cent to 20 per cent.

(ii) Deputation Allowance be allowed to persons taken on deputation. This was reduced from 20 per cent to 10 per cent from 27-11-1970 and is not applicable to persons who draw Andaman's Special Pay|Allowance.

(iii) Free passage for Government servant and member of his family be increased to twice a year instead of once as at present, or the passage for the previous year may be allowed to be carried over to the next year. This has been rejected by Government of India.

(iv) Special pay be allowed for selected technical posts.

(v) The Medical Officers should have a fixed tenure of 3 years in these Islands. This may be reduced to two years for service in inaccessible areas such as Great Nicobar, Nancowrie, Little Andaman, etc.

(vi) No doctor should be required to serve in these Islands beyond the normal tenure without his consent.

(vii) On completion of the tenure they should be posted to a place of their choice and should be given facilities for post-graduate training at Government expense, if they desire and are otherwise eligible

(viii) All fresh doctors should be required to serve in under-developed areas like Andaman and Nicobar Islands.

(ix) Expeditious action should be taken against doctors who do not report for duty to their place of posting within the stipulated time

2.22. The Government of India have since declared that Port Blair, Bambooflat, Wimberlygunj are 'C' Stations and Billiground, Long Islands, Campbel Bay, Car Nicobar, Diglipur, Little Andaman, Nancowrie and Rangat are 'D' Stations. Medical Allowances of Rs. 100 and Rs. 150 per month have been sanctioned by the Government of India to the Medical Officers posted to 'C' and 'D' Stations respectievly ".

2.23 On being asked whether, after giving extra incentives, Government could hold out a firm commitment that in view of the unique nature of the Islands, their problems would be solved, the Additional Secretary in the Ministry of Home Affairs stated:

"We confess our inability to make a firm commitment. If we make a firm commitment here, we may not be able to fulfil it. Vacancies in ordinary General Duty Medical Officer's Grade are not many. The Chief Commissioner just now told me that two local boys are now completing their training as specialists, one is doing in Anaesthesia and another is doing in another subject, and they will be joining there shortly. Considering the unique character of Andaman, we could think of giving special pay or certain other facilities but we are not in a position to make a firm commitment that on a certain date we will have all the doctors in position there."

2.24. Elucidating the categorisation of Stations as 'A', 'B', 'C' and 'D' for grant of extra monetary benefits, the representative of the Ministry of Health and Family Planning has stated:

"As far as I understand, there are two aspects. One is financial aspect and other is posting. Now we have what we call, a transfer pattern in the Central Health Service. We

have laid down that no one who is above 45 will be transferred from a better station to a bad station. We have classified all the stations into four categories 'A' 'B', 'C' and 'D'. Now 'A' and 'B' are better stations and 'C' and 'D' which are unpopular stations....In Andamans, there is no 'B' class station. Port Blair was earlier B station, but in this order of March, 1972, we have down-graded it also to a 'C' Station, other stations in Andaman are 'D' stations. This gives them additional pay. 'C' stations mean Rs. 100 and 'D' stations Rs. 150 p.m.

As far as the postings are concerned, the transfer pattern lays down that in 'C' stations, the posting will be for three years and in 'D' stations, it will be for two years maximum. After this period, the man must come to 'A' or 'B' station. We give them the station of their choice without any question. The trouble is that we are not able to get the person out after two or three years. This is because, we are not able to enforce our orders of transfer of doctors from the mainland to the Andamans."

He further stated:

"All these incentives which have financial implications, have their repercussions on other services also. This particular proposal was submitted by us not only for Andaman but for all those people who are transferred from better stations to worse stations. As far as Central Health Service is concerned, we can only classify a station and on the basis of that we could give incentive. In Andaman most of the Stations are 'D' stations and other is 'C' station. We have other class 'B' stations in Arunachal Pradesh but they are called difficult stations as far as our Doctors are concerned."

He agreed, however, that special thought should be given to Andaman and Nicobar Islands.

2.25. Admitting that the Government were unable to enforce their transfer|appointment orders on the doctors posted to the Islands, the representative of the Ministry of Health and Family Planning has stated that:

"The net result has been that a large number of vacancies have remained unfilled over there. Now, as you yourself have observed that the Estimates Committee took note of this earlier and suggested that some additional incentives

should be considered. That was considered in the Ministry of Home Affairs but to the best of my knowledge, it has not yet been possible to take any decision. I personally feel that due to the conditions of service in Andamans, it is difficult for us to fill up all the posts and the position will remain where it is. Unless we are able to offer some additional incentives to doctors, as has been suggested at a Meeting held in the Ministry of Home Affairs, it is not possible to make them go over there....

The result has not been very encouraging. We have not been able to get the clearance from the Ministry of Finance to the extra incentives suggested. In so far as pressurising the Ministry of Finance is concerned, I would submit that my Minister had taken up with the Minister in the Ministry of Finance. But the matter seems to be still pending with them. Prof. Chattopadhyaya, when he was our Minister of State, had written a letter to the Ministry of Finance. But, they are not able to clear the extra incentives agreed upon."

2.26. The Additional Secretary, Ministry of Home Affairs has further elucidated the position as follows:—

"Meanwhile, as far as doctors going to Andaman is concerned, this is not the only territory which is facing the problem. We have similar problems for other territories also. There are territories where it is difficult for the people to reach and they do not want to go there. But the peculiar feature is that we do not have much problem in sending our administrative officers. We will manage to send them. They do not get special incentives over and above what the doctors get. I think they are a little more disciplined and we are in a position to pressurise them and they go. If I may say so with Mr. Malik's permission as far as doctors are concerned, unfortunately, that sense of discipline is not there."

2.27. Regarding the objections of the Ministry of Finance to the grant of additional incentives as proposed by the Ministry of Health and Family Planning the representative of the Ministry of Finance (Department of Expenditure) has stated during evidence:

"This proposal was initiated on the basis of the Committee's Report in November, 1971. After that, a separate proposal for the grant of special medical allowances to CHS doctors posted at stations which are categorised as 'C' and 'D' was received in March, 1972. According to these

orders, those doctors who were posted at 'C' stations would get Rs. 100 and those who were posted at 'D' stations would get Rs. 150. Most of the people in Andaman and Nicobar Islands fall under the category of 'D'. So they agreed to sanction it. It was thought that this would go a long way to induce the doctors to go to these Islands. Then the proposal was received that the incentives, which were proposed, should be given in addition to these allowances. The incentives were proposed on the basis of the Estimates Committee's Report which come to Rs. 100—400. It was then thought that this would have repercussions on the other categories of officers in the Island; and it was tentatively decided that we should await the recommendations of the Pay Commission, before taking a decision in the matter. Now that the Pay Commission's recommendations have been received and are being processed, I hope this matter would be decided soon."

He later furnished to the Committee an extract from the Third Central Pay Commission's relevant recommendations pertaining to Andaman and Nicobar Islands (*vide* Appendix I).

2.28. Pointing out the shortage in the grades of specialists even on the mainland itself, he mentioned that monetary incentives alone would not be sufficient to induce the specialists to accept posting in the Andaman and Nicobar Islands; other incentives would also have to be given.

2.29. On enquiry as to how long it would take the Ministry of Finance to settle the question of incentives, he stated that "the Ministry of Finance has set up a special cell to go into the recommendations of the Pay Commission and process them. Exactly how long it will take is today not easy to say; but I can send a reply within a fortnight." He, mentioned that, after going through the report of the Pay Commission regarding monetary and other incentives in favour of doctors in the Andaman and Nicobar Islands, the Ministry of Finance would consider the additional incentives proposed by the Department of Health and Family Planning and take a decision. It was not as if his Ministry had negatived the proposed incentives. He could quantity the total effect of the proposals made in the Report of the Estimates Committee to about Rs. 1 lakh. This would mean at present doubling special concession and compensatory allowance. The Ministry had, however, anticipated much more than this as the total financial effect. Hence they were awaiting the processing of the Pay Commission's recommendations. He added:—

"In general we have deferred decision on all the proposals involving emoluments of officers, of whatever salary

group, during the last year or so on the ground that the Pay Commission is seized of the problem and we should await the recommendations of the Pay Commission. Now Pay Commission has given its Report and if this Report does give something to the doctors well and good, if not, we shall take separate decision."

2.30. The Committee are constrained to observe that inspite of their recommendations made about three years ago, urging Government to review the question of vacancies of Medical Officers in the Islands, at a high level and take appropriate remedial measures to fill them, and subsequent Government's reply given in December, 1970 that efforts have been made from time to time to fill the vacancies under the Andaman and Nicobar Islands expeditiously, no worthwhile improvement has been effected in filling the vacancies of Doctors, particularly specialists, in the Islands. The Committee regret to note that a number of vacancies of doctors, particularly specialists, are lying unfilled on the Islands for quite long periods. They regret to note that for the past 8 years (excluding a brief period from 26th May, 1972 to 15th January, 1973) no regular qualified Anaesthetist has been posted to fill the vacancy in the Islands. They are also constrained to note that the post of medical specialist has been lying vacant since May 1970 and that of the Malaria-cum-Filaria Officer since March, 1970. They are surprised to note that surgical operations have been conducted in the Islands without the help of a qualified Anaesthetist and Surgical specialist. During the period of two months upto 20th February, 1973 for which information was supplied to the Committee, 32 such operations were conducted This not only exhibits a sorry state of affairs so far as medical facilities on the Islands are concerned but also poses danger to human life in the absence of proper medical attention. It is disappointing to note that Government has not been able to bring about any improvement in providing welfare measures like provision of satisfactory medical and health services on the Islands which is very essential not only for the benefit of the local inhabitants but also to implement the various development schemes including resettlement of refugees and Ex-Service men on the Islands. The Committee would therefore strongly urge that Government should immediately take effective steps to fill up the posts of medical officers on the Islands particularly those of Anaesthetist and Surgical specialist without further delay and ensure that a qualified Anaesthetist is always in position in the Islands to help in the operations.

2.31. The Committee would also like to point out that the anticipated requirements of doctors (including specialists) on the Islands during the Fifth Five Year Plan period would increase considerably. It is, therefore, imperative that effective measures are taken urgently to attract the doctors to the Islands so that not only the existing vacancies are filled up expeditiously but no difficulty is encountered in meeting the increased requirements of doctors for the Fifth Plan.

2.32. The Committee note that the Government are proposing to send a team of specialists consisting of a Gynaecologist, one medical specialist and one Anaesthetist to Andaman for a period of six weeks or so to provide a stop-gap availability of specialist medical cover for that period. It is also proposed to send three or four similar teams over a period of a year to attend to urgent and serious cases. The Committee consider that sending of such teams is not an adequate answer to meet the needs of medical care on the Islands, and the problem can only be solved by posting regular specialists on the Islands

2.33. The Committee were informed in November, 1971 that the Department of Health were of the view that the only way to find officers for manning the vacant medical posts in far-flung areas like Andaman and Nicobar Islands was to re-introduce and enact the National Service Bill which had since lapsed on dissolution of Fourth Lok Sabha. During evidence, however, the Committee were informed that the Bill which had since been enacted, applied to personnel below the age of 30 years and that Government would not be able to get specialists in the agre-group below 30 years The Committee are, therefore, led to the inevitable conclusion that even after promulgation of the National Service Act, 1972, on which Government had pinned their hopes so far, there would be no tangible improvement in the problem of recruitment|posting of medical|surgical specialists to the Andamans under this enactment. The Committee would, therefore, strongly recommend that Government should devise other concrete and effective measuers to solve the problem of doctors in the Islands without further delay.

2.34. The Committee note that the question of great of extra incentives to medical|surgical and other specialists to attract them to the Islands has been under consideration of Government since November, 1971. However, discussions even at Ministers' level have not produced any tangible results.

2.35. The Committee note that it has been admitted by Government that 'due to the conditions of service in Andamans it is difficult for them fill up all the posts of doctors etc. and the position will remain where it is.' The Committee are surprised at the state of helplessness exhibited by Government and would suggest that the same should be remedied immediately by posting the requisite number of medical officers and spceialists by allowing them necessary incentives.

2.36. The Committee have been informed that there was a thinking in the Ministry of Finance that the grant of additional incentives to doctors in the Andamans would have repercussions on the other categories of officers in the Islands and that it was tentatively decided to wait for the recommendations of the Third Pay Commission before taking a final decision in the matter. The Committee suggest that as the Third Pay Commission's Report has also since been presented to Government, they should examine the position expeditiously so as to arrive at a decision in this regard without further delay.

2.37. The Committee would further suggest that apart from the special monetary incentives being considered, Government should also consider the provision of following measures to attract the doctors to the Islands:—

(i) Recalling of Officers to the Mainland positively after the completion of their fixed tenure in the Islands;

(ii) Giving preference for sending on advanced training course|Post-graduate training|Fellowship|to the doctors on return from Andamans; and

(iii) Posting to a station of choice on return from Andamans.

(iii) Posting to a station of choice on return from Andamans.
diate effective steps to fill up the vacancies of doctors and other medical specialists in the Islands in the interest of safeguarding public health of the inhabitants of those Islands.

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CHAPTER III

CELLULAR JAIL AND ITS PRESERVATION AND STATUE OF NETAJI SUBHAS CHANDRA BOSE

A. Cellular Jail and its preservation : Origin and present conditions of Jail

3.1. The Estimates Committee (Fourth Lok Sabha) in Paragraphs 1.27 to 1.30 of their 128th Report, had noted the facts relating to the origin and development of the Cellular Jail at Port Blair.

3.2. The first batch of 733 freedom fighters termed as 1857 Mutineers' was transported to the Andaman Islands in March, 1858. Their plight was very bad and they were subjected to inhuman treatment. 228 convicts escaped, out of which 86 were executed after recapture and the majority who escaped were either massacred by the aboriginals or died due to starvation or disease. On the recommendations of Messrs. Lyall and Lethbridge, it was decided to confine the convicts in the cells in a limited area in order to increase the severity of confinement. During Col. Sir Richard Temple's time, building of the Cellular Jail was commenced in 1898 and completed in 1911 with 698 cells in three wings with one entrance. Below the Central Tower there are white marble tablets on which the names of persons kept in the jail are inscribed.

3.3. The India-wide Revolutionary movements at the commencement of the 20th century led to transportation of convicts in the Alipore Conspiracy case and often political prisoners to the Andamans and their confinement in the jail. They were employed on difficult manual work, given invalid diet and were put to grim and hair-raising sufferings.

3.4. In 1921, in accordance with the recommendations of the Indian Jail Committee of 1919-20, all the political prisoners were repatriated to India. Ten years thereafter *i.e.* in 1932, Government revoked its policy and again sanctioned transportation of political prisoners to Andaman who numbered more than 300. The jail presented a picture of dilapidation with dark and dingy cells leaking during the rains. A hunger strike by internees in May, 1933 lasting 46 days took toll of the lives of the some of the freedom fighters. With the change in the political atmosphere in India in 1937 and installation of Congress Ministries in power in seven provinces of

the country, and on Gandhiji's intervention, a hunger strike by 183 prisoners in the Islands was terminated and most of the terrorists were released from the Islands and Indian Jails.

Repairs to the Cellular Jail:

3.5. In Paragraph 1.31 of 128th Report presented to Lok Sabha in April, 1970, the Estimates Committee had made the following recommendation:—

> "The Committee are glad to note that the Government are taking action to improve the dilapidated condition of the Cellular Jail in the Andaman Islands. They also hope that early decision will be taken by the Government in regard to its maintenance as a national monument to commemorate the sufferings undertaken and sacrifices made by hundreds of the freedom fighters of India in the Jail."

3.6. In their reply dated 17-2-1971 included in Chapter II of the Eighth Report (Fifth Lok Sabha), presented in July, 1971, the Ministry of Home Affairs had stated as follows:

> "It has been decided to preserve the Central Tower and the existing three wings of the Cellular Jail as a national monument."

3.7. Government were requested to spell out the precise executive action taken to preserve the Cellular Jail as a national monument.

3.8. In a written reply received in December, 1972, indicating the progress made in implementing the recommendation, the Government have stated that the question was considered at a meeting held in the Ministry of Home Affairs in May, 1969. An Expert Committee consisting of representatives of Archaeological Survey of India, Ministry of Education, etc. had visited the Cellular Jail in October, 1969 and *inter alia* made the following principal recommendations:—

(i) The surviving portion of the jail should be maintained as a National Memorial.

(ii) The entrance gateway should be used for housing a museum and library relating to the revolutionary movement and the Freedom struggle.

(iii) The jail should be made a living institution of national importance (not a mute memorial).

(iv) Suitable memorial to Freedom Fighters should be put up within the jail building.

3.9. The estimated cost of implementation of these recommendations was about Rs. 64.00 lakhs. The Prime Minister, to whom the Report of the Expert Committee was put up, observed as follows on 17-11-1971:

> "The main point of the preservation of Jail is to maintain its gaunt severity. This would be the most effective and poignant memorail of all New memorials, statues, gardens and youth camps will detract from the atmosphere of the original Jail which we seek to preserve and will have an obviously artificial look. These proposals should, therefore, be dropped. Instead of all this paraphernalia, a roll call of freedom fighters, inscribed on metal plaques might be put up at an appropriate place. We are in no position to incur the substantial expenditure which the Expert Team's recommendations would necessitate. The matter should be re-examined so that construction of new buildings is avoided."

3.10. After examining the Expert Committee's Report in the light of the Prime Minister's Minute, Government had felt that the recommendations of the Expert Team were somewhat excessive.

3.11. In order to avoid the substantial expenditure which the Expert Team's recommendations would necessitate, it was decided that the matter should be re-examined so that the construction of new buildings was avoided. Accordingly, the Andaman and Nicobar Administration have been asked to carry out essential repairs to the Cellular Jail building at a cost of Rs. 4 lakhs, spread over a period of two years. The Andaman and Nicobar Administration have also been asked to draw up a phased programme for the construction of buildings which may be necessary for shifting the offices. stores, etc. now located inside the Cellular Jail building, so that this building is not subjected to wear and tear on account of continued occupation.

3.12. In a written note dated 31-12-1972, the Andaman Administration have stated that the following are the items of repairs that have

been approved by the Government of India for the preservation of the Cellular Jail in its present form:—

Sl. No.	Description of work	Estimated cost	Action taken so far.
(i)	Repairs to cells such as strengthening or replacing girders of jack arches, flooring and plastering wherever necessary, Replacement of ventilator, grills, rain water pipes white washing etc. Rs. 284 cells @ Rs. 1,000/- per cell	Rs. 2,84,000/-	This is a major item of work. It will be taken up soon after the cells are vacated. (Please see para 3.14 below also)
(ii)	Water proofing tteatment to rooms	12.000/-	Estimates under preparation.
(iii)	Repairs to the passages to the three Wings from the Central Tower	11,000/-	Work nearing completion
(iv)	Replacement or repairs to grills in Verandah . . .	12,000/-	
(v)	Repairs to entrance block .	20.000/-	
(vi)	Repairs to watchman's quarters near hanging shed	5,000/-	Completed
(vii)	Repairs to work shed . .	32,000/-	Estimates prepared Work will be taken up shortly.
(viii)	Repairs to dining shed . .	15,000/-	
(ix)	Fencing near Wing II and areas near plinth of Jail Hospital .	8,00/-	Estimates under preparation.
		Rs. 3,99,000/- or Rs. 4,00,000/-	Rs. 4 lakhs.

3.13. The Committee have been informed during their tour of the Islands as well as during evidence that a time-bound phased programme had been drawn up to shift offices (inside the Jail) to the newly constructed building.

3.14. The Administration in a written reply dated 31-12-1972 stated as follows:

> "There were originally 7 Wings for the Cellular Jail. Out of these only 3 Wings now exist viz. Wing Nos. 1,6 and 7. Of these, Wing No. 1 is being used as the District Jail. It has been considered that the continued use of this Wing as a Jail will not detract from the atmosphere of the original Jail which we seek to preserve. The ground and second floors of this Wing will be repaired and maintained.

Wing No. 6 is now utilised as residential accommodation for bachelor Government officials. It has been considered that it may continue to be used for some more time. This wing will be repaired and maintained.

Wing No. 7 is occupied by the Medical Department. On the ground floor are the Medical Stores and on the 1st and 2nd floors, stationery, forms, registers etc. of the Medical Department, are stored.

The entrance Block (double storeyed) which now exists also formed part of the old Cellular Jail. Its ground floor is used as a Mess for Nurses and living quarters for them. The first floor is used as office of the Director of Medical and Health Services.

It is proposed to move the offices and stores etc. of the Medical Department out of the Cellular Jail building.

Accordingly it has been decided to have a Medical complex in which there would be all needed buildings. This decision was taken only during the current financial year (1972-73).

Certain preliminary work has commenced Certain buildings already existing in the area where the medical complex is to come up, are in occupation of Government Officials. The question of allotting them alternative accommodation is under consideration. As soon as this is finalised, action will have to be taken to demolish these unwanted buildings, evict certain encroachments etc. before actual construction work can be commenced. Once the medical complex buildings are completed, the premises in the Cellular Jail presently in occupation by the Medical Department would be vacated. The work of carrying out repairs to cells, strengthening them etc. (of para 3.12 supra.) will also be taken up and completed.

It will be appreciated that it will take a few years to complete the entire work as a decision to construct buildings for a medical complex has been taken recently."

3.15. Elucidating the time-bound programme further, the Chief Commissioner stated during evidence:

"As far as the entrance block is concerned, the Nurses Hostel, which is already under construction, will be ready by March, 1974, and the nurses will be moved out. The office of the Director of Medical and Health Services will be ready by December, 1974; and the office will be moved out there-after. In Wing No. 7, we hope that the vacation will be completed by January, 1975 and the repairs completed by March 1976. In Wing No. 6, which is occupied by single officials, the minor repair work has already commenced and will be completed by December, 1973. We hope that the bachelors will be provided with alternative accomodation by December 1975 and Wing No. 6 vacated by December, 1976. We are making separate efforts to find funds for this. As far as Wing No. 1 is concerned, it is at present utilised as a jail; there also, the repairs have commenced and will be completed by December, 1973 Major repairs to this Wing would be completed by December, 1976. We are working out plans to secure sanction for a separate jail, whereafter, the jail will be vacated."

3.16. So far as finances are concerned, Government had no difficulty as these were entirely at the disposal of the Chief Commissioner.

3.17. In reply to an enquiry regarding appointment of a Historical Research Officer for the purpose of collection of information regarding freedom fighters, the Additional Secretary, Ministry of Home Affairs during evidence stated:

"I do not think it will be necessary because the Education Ministry had sent Dr R. C Mazumdar, a well-known historian and he has written two volumes on the penal settlement of Andaman. The manuscript is with the Education Ministry now. Now in a book from a person like Dr. Mazumdar, I do not think, a Research Officer can add anything to what he has done. As far as the lists of the names of the people who had been deported to Andaman are concerned, we have got a lot of information and their publications also. On that aspect, I do not think any further research will be necessary because a lot of work has been done. We have recently got a list from Fraternity Circle. Their list consists of 508 names. We have accepted that list. The problem will be that there are a few names which we have got in our lists So there will be some duplication which we shall look into. There

are a few names in our lists which do not figure in the list which has been given by Fraternity Circle. If necessary, we will delete them later."

He also agreed to a suggestion for early correction and completion of the List of Names (on the Stone plaque) of freedom fighters.

3.18. The Committee are constrained to observe that even though a period of three years has elapsed since they recommended in Paragraph 1.31 of their 128th Report (Fourth Lok Sabha) that the dilapidated condition of the Cellular Jail should be improved and it should be maintained as a national monument, the progress made in this regard is not satisfactory. The Committee note that according to the current programme, repairs to Wing No. 1, which is being utilised as a jail, will be completed by December, 1973 and that after the building of a separate jail is sanctioned, this Wing will be vacated. The Entrance Block will be vacated by the Medical and Health Services after December, 1974; Wing No. 7 will be vacated by January, 1975 and the repairs completed by March, 1976; repair to Wing No. 6 will be completed by December, 1973 and the Wing will be vacated by March, 1976. The Committee feel that as necessary funds for the preservation of the Cellular Jail in its present form are already available with the Administration, the programme for repairs of the jail could have been speeded up. The Committee consider that the work of drawing up a phased programme for the construction of buildings which may be necessary for shifting the offices, stores, etc. now located inside the Cellular Jail building may be expedited so that the building is not subjected to wear and tear on account of continued occupation.

3.19. The Committee note that Government have collected all the information about the names of people who were deported to Andaman Islands. Government have also taken the assistance of non-official organisations in this regard. Since Government have got enough information with them regarding the freedom fighters deported to Andamans, the Committee would urge that the list of names of freedom fighters should be compiled expeditiously and the complete list of names inscribed on the stone plaque inside the jail without further delay.

B. Statue of Netaji Subhash Chandra Bose

3.20. In recommendation at Serial No. 4 (Paragraph 1.33) of their 128th Report (Fourth Lok Sabha), the Committee had expressed

the "hope that Government would raise a suitable monument at Port Blair to commemorate the visit of Netaji Subhas Chandra Bose to these Islands, as early as possible."

3.21. In their reply dated 17-2-1971 included in Chapter II of the 8th (Action Taken) Report presented in July, 1972, Government had stated that "it has been decided to erect a statue of Netaji Subhas Chandra Bose at Port Blair. The details are being worked out in connection with Lalit Kala Akademi."

3.22. Indicating the action taken to implement this recommendation, the Administration in written note submitted in December, 1972, have stated:—

> "A Committee consisting of Shri R. Chatterji, Secretary, Lalit Kala Akademi, Shri Benjamin, Senior Architect, CPWD, Shri H. S. Dubey, Ministry of Home Affairs and Prof. Sankho Chaudhuri (Convenor) was constituted by Ministry of Home Affairs to select a suitable design from a few prominent sculptors paying Rs. 5,000|- to each participant. In order to give an idea of the site selected for the statue to the sculptors, the Committee decided to get its scale model prepared by the C.P.W.D. at a cost of Rs. 600|- by sending an architect or a draftsman to the Islands. The matter is being pursued with the Ministry of Home Affairs."

3.23. During evidence, the Chief Commissioner clarified that the first meeting of this Committee was held on 5th June, 1971 and it decided that an architect or a draftsman should be sent to the Island in connection with the preparation of a scale model. Inspite of sanction for payment of honorarium to them, they had not yet visited the Islands.

3.24. On enquiry as to the reasons for the Committee holding only one meeting, the Additional Secretary, Ministry of Home Affairs stated that the Convener, Prof. Sankho Chaudhuri was "far too busy a person." He, however, agreed to a suggestion that in case Prof. Chauduri's services were not available. "we have to ask somebody else to take up this job" He also agreed to have the matter expedited and to have the statute of Netaji Bose installed at a suit able venue in Port Blair, very early.

3.25. The Committee regret to note that there has been an inordinate delay on the part of Government in finalising the venue for

erecting a statue of Netaji Subhas Chandra Bose at Port Blair. One of the reasons advanced was that the Committee constituted to select a suitable design could not at all hold further meetings nor visit the Islands, as the Convener was not available. The Committee are not convinced with the plea put forward by Government in this regard. They deplore the delay and would suggest that immediate action should be taken to raise a suitable monument at Port Blair to commemorate the visit of Netaji Subhas Chandra Bose to Andaman and Nicobar Islands, and no further delays should be allowed on any plea whatsoever.

CHAPTER IV

FORESTS

A (i) Forest Wealth

4.1. The Andaman and Nicobar Islands abound in forests which cover an area of 8293 sq. kilometers, out of the total land area of the Union Territory *i.e.* more than 70 per cent of the land areas. Evidently, forests offer the major basis for economic development of these Islands. At present the forests cover about 5900 sq. Kms. in the Andamans Group and 1568 sqs. Kms. in Nicobar Group.

4.2. While the Andaman forest has been worked for the last 88 years, much of it is still virgin, especially, along the West Coast (aboriginal reserve), North Andaman Island (under lease), forests on many smaller islands in the Andaman group including those of Ritchie's Archipelago and in the interior, away from the accessible seas and creeks, from which extraction of timber is difficult due to the lack of roads. The forests of the Nicobar group of Islands have received no attention except for an exploratory survey a few years ago, and very recently the start of clear-felling operations in Katchal Island over an area of 2,500 acres, for plantation purpose.

4.3. The forest vegetation may be differentiated into four broad distinct types *viz*:

The mangrove Forests: These are evergreen and are confined to belts subject to tidal action along the costs and along the creeks, on saline low-lying land, the sub-soil of which is usually alluvial. The belts vary in depth from a few yards to sometimes 8 to 10 chains. These forests fulfil the important function of preventing tidal erosion but are otherwise not economically valuable. There is a local demand for poles, but the cost of extraction is high, because of the swampy nature of these areas

The Littoral or Beach Forests: These forests also form a narrow belt of varying depth just above high tide level on "Detritus brought down by streams and sands banked up by wind and wave." The soil is generally alluvial. The forests of this type contain some

valued hardwoods species like MIHUSOPS littoralis (Bullet-wood), Tetrameles nudiflora (Thitpok) Caloplyllum inoplyllum, Terminalia Catappa, etc.

The Deciduous Forests: This type of forests occurs on undulations and gentle slopes up to about 300' in height and covers about 45 per cent of the total area of the Andaman group of islands. The soil is generally poor or physiologically less moist as the underlying rock is sandstone or conglomerate. These are amongst the most valuable forests of the islands and contain padauk, gurian, white chuglam, black chuglam, pyinma, white dhup, chooi, marbelwood, etc. which are in great demand for match splints, plywood and ornamental timbers.

Evergreen Forests: This type constitutes most luxuriant type of forests in these islands. The soil is generally well-drained and fertile. The forests are equally valuable as a source of timber and industrial wood, as the deciduous type. While the highly prized padauk is rarely found here, the most important species are the Dipterocarps which grow to very large sizes and form and are a predominent commercially valuable species of these islands. In addition, other valuable match and plywood species like papita, badam, redbombwe, didu, lal chini, Lawbapathi, bakota, thingan, etc. occur in this type of forests.

Bamboos and canes: A variety of bamboos and canes are also found in these islands interspersed in pockets with the main types mentioned above. These bamboos and canes are commercially important for local use; canes are also exported to the market in Calcutta. While the mangrove belts are distinctly freely interspersed amidst each other, particularly, the deciduous and evergreen forests.

4.4 The forests of the Nicobar group of islands are mainly of the evergreen type with coastal fringes of mangroves. A most striking and important feature is, however, padauk, and gurjan, from these islands. This is one of the reasons which has made the exploitation of the forest wealth of this group of islands and uneconomic venture at present.

4.5. Of the large number of species of trees which go to make-up the forest complex of the Andaman and Nicobar Islands, in general, only a few of them (about 26) have been found commercially useful. This, together with the selective requirements of the market with regard to size and shape have resulted in a system of selective fellings

where only the useful species above a certain girth limit are removed, while the non-commercial species are either left to rot in the forest or are burnt in regeneration operations. This results in colossal waste as the useful species represent together barely 25—30 per cent of the standing crop. It is expected, however that the utilization of these non-commercial species will progressively improve with advances in wood technology and in the use of mixed miscellaneous hardwoods.

Protection of the forests: The protection of these valuable forests has not posed any problem as yet. Due to the high rainfall there is no appreciable danger from forest fires. The requirements of the small local population for timber and other forest products are met to the desired extent with the result that there is no problem of illicit fellings. The only source of damage which is causing concern is that by deer (cheetal) particularly in plantations and newly regenerated areas. It is interesting to note that of all deer species introduced into these islands, the cheetal has flourished and spread to all the islands within swimmable distance from the main islands.

4.6. The main functions of the Forest Department are:—

(i) the management of the forest of these islands in a scientific and systematic manner for the maximum and sustained production of industrial wood, firewood and other forest produce;

(ii) the raising of plantations of economically important species;

(iii) the re-generation of forest areas naturally by various methods; and

(iv) the maintenance and improvement of the forest cover over the hills in the interest of soil and water conservation, regulation of stream flow and checking of erosion.

4.7. At present, the activities of the Department are concentrated in the Andaman group of islands. In the Nicobar Group of islands however, the activities are confined to a few islands.

(ii) Exploitation of Forest Wealth

In paragraph 4.15 (Serial No. 16) of their 128th Report (1969-70), the Estimates Committee had made the following recommendation:—

"The Committee suggest that the Central Forestry Wing

should chalk out an integrated plan for the systematic development of forests in these islands by promoting infra-structure *i.e.* improved communications, modern logging equipments and other techniques in forest operations etc. on the one hand and by introducing plantations of suitable economic and industrial species and bringing the forest areas under scientific management after proper survey, demarcation and enumeration of forests on the other. The Committee trust that for a long-term venture like Forestry, Government would ensure suitable ways and means to be adopted to make available adequate funds perennially which in turn would ensure sustained development of forests in these islands. The timber extraction should also be organised in a business like manner so as to avoid waste and ensure economy, efficiency and fair return."

4.8. Indicating acceptance of this recommendation, the Government have stated in their reply dated 17-12-1971 included in their 9th (Action Taken) Report, presented in July, 1971 as follows:—

"This has been accepted. Incidentally it may be pointed out that as indicated in reply to Sr. No. 15 Para 4.14, the Government have decided to send a 'Study Team of Experts' to examine and suggest rational methods for determination of royalty on the departmental extraction of timber to consider the question of price fixation, etc. Besides, another Team of officers is also proposed to be deputed to Andamans simultaneously to study Silviculture, logging and utilisation to prepare an integrated plan for working the forest of these islands on modern lines by promotion of infra-structure like improved communication, use of modern logging techniques etc. The survey and demarcation of the forests areas in the Andaman islands has also been undertaken as a separate Scheme under the Fourth Five Year Plan."

4.9 In a written note furnished in December, 1972 indicating progress made in its implementation, the Islands Administration have stated:

"A study team headed by the D.I.G., Forest Department of Agriculture visited these Islands in May, 1971. This team included 2 Cost Accounts Officers from the Ministry of

Finance, the Chief Coordinator, Pre-Investment Survey, New Delhi, C.E.O. Logging Project, Dehra Dun; and Assistant Silviculturist, Forest Research Institute, Dehra Dun as experts to give their advice on the determination of royalty, price fixation, silviculture, logging and utilisation, use of modern logging techniques, and other allied matters. The recommendations of the Team are under the examination of Government of India. The Ministry also deputed an Expert Team from National Industrial Development Corporation of India, New Delhi to explore the possibilities of setting up wood-based industries and export of timber from these islands to foreign countries Their report is being considered by the Ministry. Meanwhile a number of measures have already been taken to improve the situation More important of these are—

(i) Proposals are being made to construct feeder roads to the Andaman Trunk Road which is under construction. This will facilitate the timber extraction in these islands.

(ii) Modern logging equipments have been procured from Logging Training Centre at Dehra Dun and the same are being tried in selected centres to study their use in these islands The rules for passing grading of logs also have been reviewed to improve the situation.

(iii) Under the Fourth Five Year Plan, in Scheme No 3 'Ecomic Plantation', the area under Teak has been increased to 810 hectares per annum from 1972-73 onwards.

(iv) Proposals to raise cash crops like Red Oil Palm, Rubber and Cashewnut plantations in these islands have also been taken up with the Government of India

(v) Forest Coupes have been given to the local industries for extraction of timber to run their factories. Tenders for sale of forest areas to be taken up under the Red Oil Palm Scheme have been invited to attract mainland private entrepreneurs and they are under consideration".

4.10. The Committee were also informed during their tour of the Islands that the existing forest wealth of the Andamans has not been fully exploited. Elucidating the steps taken on the recommendations of the National Industrial Development Corporation in this

behalf, the Inspector General of Forests has stated during evidence:—

"We have taken quite a number of steps. One of the main steps that was taken was that we sent NIDC team for survey there. They have completed their task and their final report in full has been received in the Ministry about a fortnight ago. We are considering that, if the indications are that it is possible to step up the exploitation of forests, the next question would come about the investment. We have taken action and somebody at this moment is in Andaman for the survey work. The proposals that we have in mind cover a number of things.

The present exploitation of timber is to the extent of about one lakh cubic metres, but the capability is 3.67 lakhs cubic metres. For this, we would require fair amount of expansion of the organisation on both sides for exploitation as well as to take subsidiary action after the timber has harvested. These are under-active consideration and we hope that something will be done this year.

In addition, we have framed certain proposals for plantation corp and advance action is already being taken.'

4.11. Regarding the exploitation of less than one third of the forest wealth, he has stated that "Earlier, the Forest Department was busy with the resettlement operation, and meeting the requirements of the local industries. Secondly, North Andaman had been given on lease and there was protracted litigation in that connection. The Committee is fully aware of that. Then there is the problem of shipping. Even today, the foreign ships cannot call at the Andaman island. All these problems have to be sorted out simultaneously."

4.12. As regards the findings of the Study Team, the Inspector General of Forests has stated:—

"Their recommendation was particularly for the pricing policy. Their recommendation was considered and we made our recommendations to the Home Ministry. They have agreed to them and now have gone to the Finance Ministry. They have also agreed. We require the consent of Comptroller and Auditor General before we take action. It has gone to them some few days back. They have sent

back with certain objections only two days back. We hope to settle this question within this month."

(iii) Timber-extraction

4.13. Regarding timber extraction, the Administration of the Andaman Islands have in a written note furnished to the Committee in December, 1972 stated as follows:—

"Adopting conversion period of 75 years, the annual cut should be 8000 hectares capable of giving 3.67 lakhs cubic metres of timber annually and more than one million cubic metres of wood for the production of wood chips. Due to present limitation and bottlenecks, it has not been possible to exploit the forest to the desired extent. On an average, annual extraction is about 95,000 cubic metres

Due to non-availability of adequate number of private contractors, the exploitation of commercial timber is undertaken departmentally to a large extent. However, contracts to private parties are also given wherever possible. The additional requirements of logs for the Plywood, Matchwood and other wood-based industries is also met by allotting forest coupes to them for extraction of timber by themselves on the payment of royalty. Departmental extraction operations are mechanised to quite a good extent and executed by 14 tractors, 24 lorries, 8 locomotives, 89 Elephants and 1 Wyssen Skyline Crane Five major and 20 minor water crafts are also employed for the transport of timber. A Tractor Workshop and Boat-Building Yard are also maintained for servicing of tractors, water-crafts, and other equipments. The tractors, however, are very old and most of them have outlived utility and require immediate replacement.

The timber extracted departmentally or supplied by contractors to the department is used for meeting the needs of local population, industries and various Government departments. Some quantity is also sent to the mainland for utilisation by Railways, Shipyards and sale in the open market through the depots at Calcutta and Madras. For the purpose of the conversion of logs into sawn timber of various sizes, the department runs two Saw Mills one at Chatham and the other at Betapur. The Departmental Sawmill at Betapur is a small unit. In the policy of con-

version of logs, local demand by the Government departments and the public for particular sizes is given preference. The figures of intake and outturn at the Chatham Saw Mills are given below, from which, it would be seen that the present outturn percentage has improved to 53 per cent as a result of enforcement of grading of logs and rationalisations of conversion programme etc.

Year	Intake (in cubic metres)	Outturn	Outturn percentage
1969-70	31,215	15,182	48·63
1970-71	30,152	14,664	48·63
1971-72	30,410	14,946	49·15
1972-73	16,495	8,670	52·56
(upto Nov. 72)			

The wastage is utilised to produce firewood, charcoal. A Timber Treatment and Preservation Treatment Plant is also being operated by the Chatham Saw Mill.

Mist of the Mill machinery as well as auxiliary machinery are quite old and need to be replaced in a phased manner in the shortest possible time. Certain proposals in this regard have already been made. Due to lack of quick and regular shipping facilities, there is generally over-stocking timber in the Mill Yard. There is a need, therefore, for increasing the capacity of shipment of timber to mainland."

Transportation of Timber

4.14. When asked when it was proposed to provide proper shipping and transportation for full exploitation of forest wealth, the representative of the Ministry of Shipping and Transport stated during evidence:—

"I will divide your question into two parts. First I will deal with the question of timber and second, the other cargoes. So far as timber is concerned Shompen ship was built in 1963 and its total cargo and timber capacity are 3555 and 2000 tonnes respectively. It is being utilised for timber carriage. As regards other cargo inter-island service, "Catherina" vessels which has been chartered can carry about 6000 tonnes per year. Then we have assumed

on the basis of 8 months working and two return trips in a month. In each trip, it will be able to carry 350 tonnes. Here, we had to acquire smaller vessels and actually we had to search considerably in order to find out smaller vessels. With very great difficulty we located these vessels. So far as Inger Victor is concerned, it has got 617 DWT capacity. Taking into account certain capacity utilised for carrying it bunkers, etc., it will have a capacity of about 400 to 500 tonnes for carrying cargo."

He added that there was no backlog for the transportation of timber.

4.15. On being asked to reconcile the position, the Inspector General of Forests has stated that the main point was that the timber had to be brought out of the Islands, even directly with foreign ships (and not necessarily to or through mainland) and exported to a market where they could be sold at a profit The main difficulty, *viz.*, restriction and prohibition for foreign ships to call on the Port Blair of Andamans, had been taken up by them.

4.16. The Chief Conservator of Forests, Andamans, clarified that as against the shipping programme for 1972-73, *i.e* 25,000 cu. metres in round timber, to mainland, the Administration could ship only 19 000 cubic metres. He stated that the lesser output was due to leases given to industries and consequently "the timber which we were supplying to the industries will also become surplus to us. It means that we will need another ship of that type."

4.17. Elucidating this further, the Chief Commissioner of Andamans has stated:—

"At present, we have one timber carrier, called Shompen If this timber carrier, is permitted to work the year round only for the carriage of timber, then our existing capacity, exportable timber logs which the Chief Conservator mentioned as 25,000 cubic metres, can be lifted; but because of shortage of space for carriage of other commodities, we have had, on two or three occasions, to divert the Shompen from its legitimate task of carriage of timber, to carriage of foodgrains and other commodities. In addition to Shompen which should be available all through the year, there is need from time to time for chartered vessels of Shompen type, so that over and above what can be carried by it, the rest can be carried in the special charters

> For that, we have been in touch with the Shipping Corporation of India; but they had some difficulties. This is as far as existing capacity is concerned. But as you mentioned already, our capacity has increased because we stopped supply of timber to private industries. Now, we have given them forest coupes. So they are able to take their own timber; and that timber has now become available, additionally, to be taken to the mainland."

The representative of the Ministry of Home Affairs added that the present requirement of the mainland *viz.*, 30,000 cubic metres of timber had adequate shipping facilities.

4.18. The Executive Director of the Shipping Corporation of India has also stated that there is no regular backlog but it was only recently that this has occurred On being informed that during the tour of the Estimates Committee, they had found a Government godown full of timber logs, he stated that the Corporation had not been given any demand by the Forest Department They could always arrange shipping within a month.

4.19. When enquired why there were conflicting statements between the Andamans and Nicobar Islands Forest Department and the Shipping Corporation, regarding availability of transportation facility for timber, the Chief Commissioner stated that:—

> "Shipping Corporation have certainly been doing their best to help us and the difficulties have arisen, as it has been mentioned because of various other factors. It has been said that jetties etc. are not ready. The main bottleneck has arisen in the main harbour of Port Blair. Now the haddo wharf is ready In about a month or two months, the hydrographic survey will be carried out and it would then be possible to make full use of the haddo wharf."

4.20 During their tour of the Islands, it was brought to the notice of the Committee that freight rates for transport of timber were exorbitant and increased frequently. Explaining the position, the representative of the Ministry of Shipping and Transport has stated:

> "Being the major export of Andaman, they have been exempted from the increase which were made in 1970 as well as on 15th December, 1972. On 1st April, 1970, whereas the cargo freight rates were increased by 20 per cent, timber and timber products were given a special concession and they were exempted. Similarly, there was an increase in

freight rates by 15 per cent from 15th December, 1972 and again the timber and timber products were exempted. The freight rates were increased by 15 per cent and 20 per cent everywhere on account of the fact that the seamen's wages had gone up and also there was an increase in the price of oil. There are also increase in the cost of repair and various other factors. These are all gone through in detail and it is only after full thought that these increases were applied. In fact, these increases were short of increases that should have been made. But, at the same time, we exempted timber and timber products from these increases so that there has been no effect so far as timber and timber products are concerned."

Export of Ornamental Timber

4.21. In Paragraph 4.33 (Serial No. 20), of their 128th Report presented in May, 1970, the Committee had made the following recommendations:

"The Committee note that as ornamental timber constitutes only 5 per cent of forests and hence exploitation of only this timber is limited, but in view of the fact that it sells at a profit, as admitted by the Infects General of Forests every efforts should be made to extract as much ornamental timber as possible to encourage development of good handicrafts in the interest of economic development of those islands."

4.22. Government's reply dated 30-12-1970 noting the recommendation was included in the 8th (Action Taken) Report presented in July, 1971. Later, in a written reply furnished in December, 1972 intimating action taken to implement it, Government have stated that:—

"In order to facilitate ornamental and other timber growing in these islands and to sell them in the foreign markets at a competitive rate, proposals have been submitted to the Government of India, to permit direct export from these Islands and for (a) lifting of embargo in part or in full on the visit of foreign ships and also foreigners to these Islands. (b) identification of foreign markets by Indian Missions abroad and by other agencies, (c) in case wood products are to be carried by Indian ships, to acquire or build proper type of ships by the Shipping Corporation of India, and (b) relegation of powers to the Chief Conservator of Forests/Forest Secretary to negotiate with foreign

firms direct or even through the State Trading Corporation of India, regarding fixation of rates etc. for the supplies. The decision of the Government of India in the matter is awaited."

4.23. On being asked whether a decision has since been taken in this behalf, the Chief Commissioner has stated during evidence:—

"We have discussed this in the Central Co-ordination Committee. A direction was given to me that we should discuss the matter further with the State Trading Corporation, which we did. The State Trading Corporation has said that they would require certain information to be able to take up this matter with the various countries to find out whether there is scope for export of this particular type of timber. This has happened recently and we are in the process of supplying them the information."

He added that in India itself, there is a demand for ornamental timber which is well known.

Lease Period for Coups

4.24. In a written note furnished to the Committee the Andaman and Nicobar Administration in December, 1972 have stated:—

(1) *Timber Extraction:*

Timber extraction in these Islands is done departmentally to a large extent and extraction through contractors' agency is done to a limited extent only. Small forest coups are sold to private parties on work contract for supply to Department and on payment of fixed royalty plus premium and or lumpsum amount. The quantities extracted agency-wise during the last three years are furnished below:—

Year	Extraction by departmental agency.	Extraction through contractors' agency for supply to Deptt.	Total (Cols. 2&3)	Extraction by private parties on payment of royalty/lumpsum.	Total quantity extracted
	Cu.-M.	Cu.M.	Cu.M.	Cu.M.	Cu.M.
1969—70 . .	71.014	2,773	73,787	8,940	82,727
1970—71 . .	78,205	3,054	81,259	15,722	96,981
1971—72 . .	71,812	4,608	76,420	19,100	95,520

(2) *Basis of pricing timber supplied to local industries:*

4.25. For match logs and ply logs supplied to the local indusrties, the Government of India fix rates from time to time. In fixing the rates, the following details are taken into consideration:

(i) Cost of production of logs as per Proforma Accounts prepared by the Department.

(ii) Prices obtained for ply logs in the depot auctions at Calcutta.

(iii) Difficulties experienced by the industry in bringing the stores for the manufacture of plywood and marketing the finished products in mainland.

(iv) Seeling rates of plywood in mainland market.

The current rates at which the ply and match logs are supplied to the industries are:—

Gurjan ply logs	..	Rs. 204 per cu. metre
Non-Gurjan ply logs	..	Rs. 135 per cu. metre
Match logs	..	Rs. 134 per cu. metre

4.26. During their tour of the Islands, the Committee were informed that the existing lease period for coups of 3 years was inadequate and it should be increased to 10 years to enable the industrialists to make capital investment in heavy machinery for extraction of timber therefrom.

4.27. On enquiry as to the reactions of Government to this suggestion and decision taken in the matter, the Inspector General of Forests stated during evidence:—

"We discussed this matter and a desire was expressed that the existing lease period of three years should be extended for a longer period because payment of royalty or premium for a longer period would be more economical. Moreover, we have been thinking—it is only our thinking —that we may have a separate organisation. At the present moment, until a decision is taken on this, we do not intend to extend the present lease period of three years. But at the same time we could appreciate the anxiety of the industrialists and it would be better if a decision on the question of royalty fixation for a longer period is taken.

In the backward areas, the entrepreneurs had to be attracted. Now, some have already set up industries and there is a scope for expansion of these industrial units. That is why it should also be worked out in such a way that whatever investment is available, that should be centralised and channelised to the production and expansion of the industries The primary difficulty is that each industry which is the buyer of the raw material requests for only one type of the raw material for the production of goods. But the forest has got a mixed type of raw material and therefore the Forest Department is finding it difficult to sell the goods. This point is also there for consideration."

4.28. The Committee are constrained to observe that the progress made by the Andaman Administration and the Ministries concerned towards full exploitation of Forest Wealth in the Islands is extremely slow and that at present against the total capability of 3.67 lakh cubic metres, only 95,000 cubic metres, i.e. less than one third, is being exploited. It was after a year from the time the Committee had made their recommendations, that a Study Team visited the Islands in May, 1971 and their Report which was submitted on 21-9-1971 is still under consideration by Government. Likewise, the recommendations of an Expert Team from National Industrial Development Corporation which was deputed to explore the possibilities of setting up wood-based industries and export of timber from the Island to foreign countries which were submitted to Government, are also under consideration of Government.

The Committee feel that inordinate delays in implementation of these programmes are bound to defeat the very purpose for which the original recommendation of the Committee was made. The Committee would, therefore, stress that Government should finalise its decisions on the Study Team and Expert Team's proposals without further delay and undertake a crash programme for the fullest exploitation of forest wealth so as to ensure maximum possible yield from the rich forest resources of the Islands.

4 29. The Committee are also distressed to note that, as against 95,000 cubic metres of timber being extracted on the Islands annually, the shipping programme to the mainland provided for 25,000 cubic metres only. Of this only 19,000 cubic metres could be actually shipped.

4.30. Regarding the problem of transport of timber to the Mainland, the Committee note that the Chief Conservator of Forests,

Andamans, clarified that as against the shipping programme for 1972-73 i.e., 25,000 cubic metres of round timber of Mainland, the Administration could ship only 19,000 cubic metres, and consequently, "the timber which we were supplying to the industry will also become surplus to us, it means that we will need another ship of that type". On the other hand, the Executive Director of Shipping Corporation of India stated that "there is no regular backlog but it was only recently that this has occurred", and he added that the Corporation had not been given any demand by the Forest Department. In view of these conflicting statements, the Committee are unable to assess the exact position in this regard. They, are therefore, constrained to observe that there is lack of concerted efforts and coordinated planning in the matter of timber extraction and its transport to the Mainland. The Committee would urge that Government should take immediate steps to resolve the problem and ensure adequate shipping facilities not only for the existing requirements of 30,000 cubic metres of timber but also for future requirements.

4.31. The Committee note that apart from the shortfall in export of timber to the Mainland, there is hardly any export thereof to the foreign markets. The Committee would urge that Government should examine the postition with a view to assess to what extent timber produced in Andaman forests could be exported to foreign countries so as to earn valuable foreign exchange.

4.32. The Committee further note that Government have discussed the question of encouragement of export of ornamental timber in the Central Coordination Committee. The Committee would urge that effective measures should be taken by Government to encourage the exploitation of ornamental timber to the fullest extent and arrange for its transport to Hainland on a regular basis as raw material for the use of handicraft industry in the country whose products could be exported to other countries.

4.33. The Committee would also like that the feasibility of exporting ornamental timber to foreign countries should also be examined at an early date.

4.34. The Committee further suggest that as marketing facilities are developed and experience is gained, efforts should be made to manufacture articles of ornamental timber in the Island itself to provide additional employment opportunities to the local inhabitants.

4.35. It was represented to the Committee during their tour of the Islands that the existing lease period of three years for 'coups' was inadequate and that it might be increased to ten years to enable

the industrialists to make capital investment for heavy machinery for extraction of timber therefrom. The Committee would like Government to examine the matter and take decision urgently in the interest of putting to productive use the forest wealth of the Islands.

B. Other Forest Based Industries

4.36. In a written note received in December, 1972 the Andaman and Nicobar Administration have given details of Silvicultural system and Development Plans as follows:—

Silvicultural system: The Forests are regenerated by Natural and Artificial methods. The natural regeneration of these forests is carried out as per the standardised Andaman Canopy Lifting Sheltor Wood System. An area of 819 hectares was naturally regenerated during 1971-72, as against 10 hectares in the previous year. Artificial regeneration is confined to raising of plantations of economically valuable species under the Fourth Five Year Plan Schemes. The Silviculture Division also carries out research on various aspects of Forestry. It maintains two research stations, one at Long Island and the other at Wimberlygunj.

Development Schemes under Fourth Five Year Plan: Nine Schemes were included in the Fourth Plan Schemes in the Forestry sector of these islands, involving a total financial outlay of 67.400 lakhs.. .

Development Schemes under the Fifth Five Year Plan: The department has proposed 26 schemes involving a total financial outlay of Rs. 20.01 Crores Forestry being the pivot of developmental activities in these islands, the schemes are aimed at developing the infrastructure and to generate the setting up of Industrial and Wood-based complexes, besides being labour intensive It is estimated that these schemes will provide employment opportunities to 5 to 6 thousand skilled and un-skilled workers. These schemes have been approved by the Task Force and Steering Group set up by this Administration to scrutinise Fifth Plan proposals.

The particulars of two important schemes included in the Fifth Five Year Plan schemes are given below:—

(i) *Raising of Red Oil Palm Plantation*: India is at present deficit in vegetable oils and with the increase in popula-

tion and improvement in living conditions, the position is likely to deteriorate further. This gap in the requirement of vegetable oil is at present met with importing Red Oil Palm worth rupees 3 to 4 crores annually. Studies carried out in recent years have shown that the Andaman and Nicobar Islands offer a very good scope for raising large scale plantations of Red Oil Palm. The feasibility of raising Red Oil Palm has been examined in detail by the Directorate of Oil Seeds Development and the Central Team of Experts on Development of Agriculture. The Red Oil Palm Project prepared by the department envisages raising of plantation over 2400 hectares in Little Andamans. The scheme has been cleared by the Government of India and is being examined by the Economic Finance Committee. Foreign exchange to the extent of Rs. 1.10.000 has been released for procurement of seeds from abroad and efforts are being made to procure the seeds from Nigeria. The scheme involves a total financial outlay of Rs. 291.09 lakhs.

(ii) *Raising of Rubber Plantations*: Rubber production in India plays a very vital role in developing economy of the country Extensive survey made from time to time have revealed that favourable climatic and edaphic conditions exist for raising plantations of Rubber. The impact of raising Rubber as a part of developmental programme has been strongly recommended by a number of Committees The scheme envisages raising of Rubber plantation over 7400 hectares. (18 500 acres) in the course of 13 years involving an overall expenditure of 12.30 crores as detailed below:—

Rutland Island	2120	Hectares
Alexandera Islands	280	,,
Baratang	800	,,
Middle Andamans	1400	,,
Havelock	400	,,
Little Andamans	2400	,,
TOTAL :—	— 7400	Hectares

It is proposed to raise Rubber plantation over 1520 hectares during Fifth Plan period with the total outlay of Rs. 298.38 lakhs. The scheme has been cleared by the Rubber Board and is now under consideration of the Planning Commission."

4.37. In reply to points regarding working plan for exploitation of vast virgin forests, extraction of timber etc. and setting up of forest based industries such as paper industries, railway sleepers, sport goods, rearing of red oil palm etc., the Inspector General of Forests has stated during evidence:—

"In regard to your first point, we mentioned that 3.7 lakh cubic metres is the availability per year. This is on the basis of working plans.

Regarding staff, you have yourself mentioned that the present staff is inadequate. A general survey has already been concluded and a Scheme has been included in the Fifth Plan for intensification of Management. In addition to that, there is active thinking whether there should be some sort of a Corporation.

Then, there is a re-afforestation programme. Whatever area we harvest now is immediately re-afforested either naturally with local species or artifically, because we have a fair amount of teak plantations. Regarding the industrial Programme, as you know, we have got three factories. Out of them, two would come under monopoly of big houses and the third one has already started action to expand its capacity and we are encouraging them.

Regarding North Andamans, we have found out that if we start full working there, we can set up a factory of the international standard which can compete with such countries as South Korea etc., but this will probably require about Rs. 6 crores. We are working out the details.

Regarding the Saw Mills, the present Chatham Mills is obsolete; it is 90 years old. We are taking action in this respect because there is a fairly big demand in the market for saw timber of the Andaman species.

Regarding paper industry, for making paper, we require a huge quantity of fresh water; but fresh water is in shortage in the Andaman Islands and we do not know the technical

know-how of de-salination of salt water for making paper. In any case, it is costly. The only thing possible is to utilise the waste timber in the form of chips. But for this, there must be a huge organisation, and it is under our active consideration. This can come only when full expansion takes place because export of chips is not normally economical and only a few countries in the world are exporting chips.

Regarding cane furniture, cane is a natural growth and, though I will not say that it is the best in the world, cane furniture can be made in the Andamans. During my visit I found one of the refugee families making cane furniture, whose market was in Bombay. It has little scope, but I think that this industry can be boosted up on a cottage industry scale if the Andamans are opened to tourism. The tourists will patronise the industry.

Regarding rail sleepers, the Railways are taking our timber but they are primarily taking them in the form of logs because of their various needs. But so far as coniferous timber is concerned, the Railways are not interested in coniferous timber because it is not desirable.

So far as hard species of timber are concerned, our supplies are mainly to the Government Departments. We quite agree with your suggestions in this regard and we are pursuing them."

4.38. The Committee note that Government have formulated various developmental schemes for the setting up of industrial and wood-based complexes on the Islands. These include raising of Red Oil Palm Plantations and Rubber Plantations. The Committee note that these schemes would provide employment opportunities to 5 to 6 thousand skilled and unskilled workers. In addition, a Working Plan for the exploitation of the vast virgin forests on the Islands, extraction of timber and setting up of forest-based industry such as paper industry, sports goods etc., has also been prepared. The Committee have no doubt that these schemes would go a long way in encouraging the rapid development of these Islands and in providing employment to the local population there.

4.39. The Committee would like to point out that it is not merely enough if working plans for the setting up forest-based industry are formulated. It is also necessary that simultaneously steps are taken

to implement these plans speedily according to time-bound targets. The Committee hope that necessary measures would be taken by Government in this regard.

4.40. As the forest wealth in the Mainland is being gradually depleted, it is of greatest importance that maximum efforts should be made to develop forests in the Islands for which there is great potential for development The Committee would, therefore, like Government to prepare and implement a long term Master Plan for the development of forests in the Islands.

CHAPTER V

COTTAGE AND SMALL SCALE INDUSTRIES

5.1. The Andamans forests are rich in plywood and matchwood species.

5.2. In Paragraph 6.33 (S. No. 33 of their 128th Report presented in April, 1970, the Committee had made the following recommendation:—

> "The Committee are unhappy to note that in spite of all abundant natural resources, no serious thinking has so far been done to develop the forest-based as also cottage industries in these Islands. The Committee consider that forest-based industries can be effectively developed to provide employment to the people in the rural areas which are located close to the forests. They recommend that a phased programme should be drawn up to develop the forest-based industries as also cottage industries keeping in view the recommendations made by the Inter-Departmental Team on Accelerated Development Programme for Andaman and Nicobar Islands as per schedule drawn up for the purpose."

5.3. In their reply dated 17-2-1971 included in Chapter II of the 8th (Action Taken) Report presented in July, 1972, Government had stated:

> "This has been accepted. Incidentally it may be pointed out that, as indicated in reply to Sl. No. 15, Para 4.14, the Government have decided to send a "Study Team of Experts" to examine and suggest rational methods for determination of royalty on the departmental extraction of timber, to consider the question of price-fixation, etc. Besides, another Team of officers is also proposed to be deputed to Andamans simultaneously to study silviculture, logging and utilisation, to prepare an integrated plan for working the forests of these Islands on modern lines by promotion of infra-structure like improved communication, use of modern logging techniques, etc. The survey and demarcation of the forest areas in the Andaman Islands has also

been undertaken as a separate Scheme under the Fourth Five Year Plan."

5.4. In a written reply, received in December, 1972, intimating progress made in implementation of the recommendation, the Administration have stated:

"Steps have been taken to develop the various forest-based industries on these Islands. There is a proposal to form a consortium with private partnership to set up wood-based industries in Little Andaman, Katchal and Great Nicobar Islands. The question of formation of a corporation for timber exploitation and a Plantation Corporation is also under the consideration of the Ministry. These projects and schemes are expected to give more employment opportunities to the rural people living close to the Forests."

5.5. During the study tour of the Committee in the Islands, it was brought to their notice that almost all the cottage/small scale industries on the Islands had languished for lack of encouragement

5.6. On enquiry as to whether the industries were allowed 15 per cent subsidy eligible for industrially backward areas, the representative of the Ministry of Industrial Development has stated during evidence that:

"The Andaman and Nicobar Islands have been identified as industrially backward areas. They are eligible for Concessional finance from the Central Financial Institutions at a slightly lower rate of interest, longer amortisation facility etc. Similarly, the industries in these areas are also eligible for 10 per cent subsidy scheme. The recent announcement of 15 per cent subsidy is yet to be implemented, but at present 10 per cent subsidy is available to the new industries coming up in these Islands as also for substantial expansion of existing industries."

The question of extending transport subsidy to the industries, as recommended by the Wanchoo Committee, was under consideration in consultation with the Ministry of Finance and Planning Commission. There was also a proposal to set up a branch of Small Industries Service Institute on the Islands.

5.7. It has also been stated that there are at present about 274 units of industries as follows:—

Wood-based industries including Saw Mill . .	.. 60 Nos.
Furniture making etc.	.. 60 Nos.
Bakeries	.. 20 Nos
Soap making	.. 2 Nos.
Cocoanut industries	.. 4 Nos. (Medium industries)
Aluminium Utensil industry	.. 1 No.
Stainless steel industry	.. 1 No.
Blacksmith units	.. 39 Nos. etc.

Three shell craft units exist which are handicraft industries, and one cocoanut shell unit. Instead of extraction of cocoanut oil, export of copra was found more profitable in the Islands.

5.8. Regarding the difficulties experienced by the *entrepreneurs* on the Islands, the Chief Commissioner has stated during evidence:

"We have approached the Ministry of Industrial Development to define the industrial policy based on the recommendations which are as follows:

(1) The land should be made available at concessional rates to the industries.

(2) As far as possible, priority should be given for transportation of materials to industrial units.

(3) Financial assistance should be given to the industries under the State Aid Programme.

(4) Money should be made available to the extent of 10 per cent of the cost of machine to pay an earnest money charged by the National Small Industries Corporation for supply of small machines on hire purchase basis.

(5) Technical assistance should be provided to industrial units for planning of new industries and improving the existing industries.

(6) Government and local bodies should purchase locally made articles in preference to the articles which are made on the mainland.

(7) Facilities like water and communication should be made available to industrial units as and when possible, and

(8) A fulfledged department of the industries should be set up as and when Industrial Development Board requires it.....we have the post of cottage industry officer, which at one time, was held in abeyance. We have approached the Government of India for reviving the post and we understand that it is likely to be revived.....

The Government of India desired to re-examine these recommendations which we had made, in the light of the techno-economic survey recently adopted by the National Council of Applied Economic Research, New Delhi. On examination, it was found that this survey did not materially affect our earlier recommendations insofar as the incentives to small scale industries are concerned; and accordingly, Government of India were requested to take early decision on the industrial policy for these Islands and communicate the same to us."

5.9. To an enquiry as to when Government could be expected to take decisions on recommendations regarding small scale industries, the Additional Secretary, Ministry of Home Affairs has clarified:

"It is not with the Industrial Development Department. From what we have heard of the Chief Commissioner's points, there is hardly any policy matter involved. There is a common policy for the promotion of small scale industries; and Andamans is no exception. Perhaps he has got special problems in the shape of having some field units in Andamans itself, like creating an extension service within the Island itself, or an industries department. I would only say that without a field organisation, all these incentives or creation of infra-structure are not easily possible. If we are able to give an SISI unit then the technical know-how would also be provided. So far as the supply of power and water are concerned, they are essentially for the local administration to try and provide. I do not think that the Industrial Development Ministry can do much about telling, how it should be done, or where it should be done."

5.10. To a question whether the Forest-based Industries should be in the public sector, the Inspector General of Forests has stated that the matter is being examined.

5.11. The representative of the Ministry of Industrial Development, has stated during evidence that in 1961, a team of experts visited the Andamans. The industries could not be developed unless there was an infra-structure for water, electricity, proper roads, etc. Government had to work for their creation, but they were not sleeping over it. In 1968 again, a team visited the Islands. The Industrial Development of Bank of India has also launched a survey recently of all backward areas including the Andaman and Nicobr Islands.

5.12. The Committee are distressed to note that over a period of 12 years since 1961, the cottage small scale industries on the Islands have not progressed. Consistent with the policy of Government to encourage small scale industries in the country, the Committee would strongly recommend that effective steps should be taken to encourage the cottage and small scale industries in the Andaman and Nicobar Islands. The Committee would also urge that the question of grant of higher subsidy to the small scale industries in Andamans may be considered and the matter regarding setting up of Small Industries Service Institute finalised without delay.

5.13. The Committee cannot stress too strongly that arrangements should be made for making available water, power, raw materials and communications on the Islands at cheap rates as these are the basic infra-structure for the development of industries

CHAPTER VI

QUICKER TRANSPORT BETWEEN MAINLAND AND PORT BLAIR AND INTER ISLAND TRANSPORT

6.1. In paragraphs 7.7-7.13 of their 128th Report, Fourth Lok Sabha, the Committee had taken note of the arrangements relating to Passenger and Cargo Shipping Services to the Andaman Islands. So far as Mainland-Island Service was concerned, there are 4 ships sailing between the mainland and the Islands. Out of these, 2 were Passenger Ships—"M. V. Andaman" was owned by the Government of India and the "State of Bombay" belonged to the Shipping Corporation of India. There were 2 Cargo Ships—"M. V. Nicobar"—owned by the Government of India and "M. V. Shompen"—owned by the Shipping Corporation of India. The two passenger ships are considered to be adequate for the present requirements. The "State of Bombay" was an old ship and was proposed to be scrapped and replaced by the "State of Haryana" then operating between Bombay and Mombasa. The passenger ships were showing heavy losses while Cargo Ships were not running into much losses. Their sailing programme was drawn up by the Andaman and Nicobar Administration and Shipping Corporation of India were advised about their operations. The lower class fare had been kept very low i.e. Rs. 41|- from Calcutta to Port Blair It was stated that the losses on Government ships were borne by the Government while that of Shipping Corporation of India by the Corporation at present.

6.2. *For inter-Island Services*: There were 3 vessels each with a capacity of 200 passengers. Out of these 3, "Cholunge" and"Yerwa" were owned by the Government of India and the new vessel "Onge" belongs to the Shipping Corporation of India. They were considered to be adequate for the requirement at that time.

6.3. *Ferry vessels*: There were 3 smaller vessels for service between smaller Islands once a week. The ferry service in the Northern Group of Islands was twice a week while in the Southern Group of Islands it was once in 10 days. It was further stated that in the next year i.e. 1971, 6 boats were proposed to be added to the present fleet to improve the ferry service.

6.4. *Ports, Harbour and Jetties*: Till the later half of the Second Five Year Plan, there were no proper jetties except the Chatham

Jetty at Port Blair which accommodated one big ship at a time. At the close of the Second Five Year Plan, schemes costing Rs. 43 lakhs were sanctioned by the Government of India for the construction| development of minor ports. By the end of Second Plan a jetty for berthing inter-island vessels was contructed at Port Blair and construction of a jetty at Rangat Bay was started. Besides, shore abutments at some places in the colonisation areas were also constructed. Construction of Deep Water Wharf at Port Blair had been taken up by M. E. S. Construction of jetties at Mayabunder, Aerial Bay, Havelock, Niel Island, Katchal, Campbell Bay, Little Andamans, Nancowrie and Car Nicobar are in progress. Installation of navigational aids at Port Blair, Elphinstone Harbours and Port Meadows were taken up by the Director of Lighthouses and Lightships.

6.5. After perusing these facts relating to expansion of shipping and construction of jetties, Harbours, the Estimates Committee (1969-70) in their 128th Report presented in May 1970 had recommended:

> "The Committee are of the opinion that lack of proper inter-island communication facilities is the biggest handicap in the way of development. This can be removed if more jetties and harbours are constructed and more ships (both passenger and cargo) are pressed into service as quickly as possible

> "The Committee hope that Government would be able to adhere to the target date of March, 1974 for completing all the works which have been sanctioned in the Fourth Plan in regard to the construction of harbours and jetties so that the economic development of these islands gets momentum and all round progress is made rapidly".

6 6. In their replies dated 30-12-1972 included in Chapter II of the Eighth Report of the Estimates Committee (Action Taken Report) presented to Lok Sabha in July, 1971, the Ministry of Home Affairs had stated as follows: --

> "This has been noted. A special organisation 'Andaman Harbour Works' has been set up for speedy execution of jetties and other harbour facilities in all important islands. A study group has been set up to review and assess the requirement of traffic in the Islands
>
> All possible efforts are being made to adhere to the target date."

6.7. Intimating the progress of implementation, the Administration have stated in a written note furnished in December, 1972:

"A few jetties have been constructed and some are under construction at all important Islands and places. Jetties have already been constructed at Diglipur, Havelock and Neil Islands. In Kamorta, Katchal and Campbell Bay, approach jetties have already been constructed and work on construction of berthing jetties is in progress. A berthing jetty and an approach jetty designed for M. V. 'Andaman' type of ships are under construction at Mayabunder. At Hut Bay in Little Andamans construction of breakwater and a permanent jetty capable of taking ships having a draft upto 6 metres is in progress. In Port Blair also a number of works to augment the existing facilities for berthing Mainland Island ships and inter-island ships are in progress. Work on jetty at Malacca in Car Nicobar to cater to launches during South Western Monsoon is nearing completion. A proposal to strengthen the existing jetty and to construct a new berthing arm at Rangat has been sent to the Government of India for approval. Pending approval, arrangements are being made for execution of the work.

Three inter-island vessels, four ferry vessels and two cargo vessels are being used for inter-island services. In addition, mainland vessels are calling at Car Nicobar during their voyages to and from Madras.

Provision has been made in the Fourth Five Year Plan for purchase of three 60' boats, five 40' boats and three ferry boats in order to improve the inter-island communications. Three 60' boats and one 40' boat with steel hulls are under construction on the Mainland while four 40' boats with wooden hulls are under construction locally. Action has also been initiated to procure three ferry boats."

They added that all possible efforts are being made to complete these works and adhere to the target date.

6.8. Asked to state the steps taken to augment shipping service between the mainland and the islands as also inter-island service, the representative of the Ministry of Shipping and Transport has stated during evidence:—

"Last time, when your Committee visited the Andamans,

the position was that so far as passenger vessels on mainland--Andamans are concerned, there were two vessels. One is "MV. Andamans" and the second was "the State of Bombay". Since then, the "State of Bombay" has been scrapped because it was an old ship and its capacity was also small; its bunk capacity was only 749. In May, 1972 we substituted it by another vessel, namely "SS Mohammadi". There is another sister ship "SS Mozaffri" and we are utilising at present either "SS Mohammadi" of these vessels which we are operating now ..*i.e.* "SS Mohammadi" is 1391 bunks as against the 749 bunks of the State of Bombay.

Thus, we have taken action to replace an old ship by a ship which has a larger capacity. The idea is that we should be able to cater to a larger passenger traffic between the mainland and Andamans and we have found that either of these vessels which we are operating now..i.e. "SS Mohammadi" or "SS Mozaffari"—is very usefull, particularly for the vacation rush traffic. The previous vessel, since it had a lower capacity, could not cater to this traffic. So, one step which we have taken is to replace a vessel which had a lower capacity by a vessel which has a larger capacity.

Then Sir, we did not want to rest on our oars by a replacement only. We have already placed an order for another Vessel, "MV Vikramaditya" which is to be constructed in the Mazagon docks. The capacity of this vessel will be 1200 bunks. The advantage will be that it will be much faster than the previous vessel. "MV Andamans", for instance, has got only 12 to 13 knots' speed. Similarly, "SS Mohammadi" or "SS Mozaffari" has 12 to 13 knots speed; but this vessel which is under construction will have 17 knots speed. As soon as this vessel gets ready, it would be possible to step up the number of voyages which are being performed every year to a large extent. This is the position so far as passenger vessels from mainland to Andamans are concerned "MV Andamans" is giving very good service. It was built in 1957 and it does not require to be replaced immediately But in the Fifth Plan we are providing for its replacement also because the normal life of a ship is 20 years and MV Andamans will be completing 20 years in 1977 which will fall in the Fifth Plan So, we are providing for the

replacement of "MV Andamans" only in the Fifth Plan....."

So far as passenger service is concerned, the question was particularly asked as to when the order was placed on Mazagon Docks and when the new ship will be ready. The new ship will be ready in October, 1976. An order for two vessels was placed on Mazagaon Docks simultaneously because any Dock always finds it much more easy to take up ships in a series and we also find great difficulty in getting passenger ships from outside.....

Then Sir, I come to the cargo traffic which is there between the mainland and Andaman service. For this purpose, the services of two ships are utilised. Both carry cargo only between mainland and Andaman They are "MV Shompen" and "MV Nicobar". The capacity of these two vessels is: "MV Nicobar"—3512 tonnes round voyages and "MV Shompen"—7100 tonnes round voyages. The vessel "MV Shompen" was built in 1963 and it is a specialised timber vessel. It is catering to the carriage of timber from the Islands in addition to necessary items from Mainland along with "MV Nicobar".

Now, Sir, so far as our plan is concerned we intend to replace "MV Nicobar" since it is an old ship and it has completed its life. Generally, we take into account the normal life of a ship as 20 years. The "Nicobar" vessel will be replaced by another vessel, that is our plan *i.e.* in the Fifth Plan. In fact, we may do it earlier from our own resources of the Shipping Corporation. This depends on the full operation of the Haddo wharf which is going to be operative soon. So far as inter-island service is concerned, at present there are three vessels in operation. They are: ss "Cholunga", ss. "Yerewa" and "ss Onge". "Cholunga" has got the capacity of 199 passengers; ss "Yerewa" has got the capacity of 209 passengers and ss "Onge" has got the capacity of 204 passengers. In this connection, Sir, I would like to indicate what steps we have already taken in regard to inter-island services.

Another vessel called ss "Katherina" will be pressed into service as 4th vessel. It has been taken on charter basis by the Shipping Corporation of India and it has started plying from March, 1973. This is a recent development

that is, one more vessel has been added in so far as the inter-island service is concerned. We have also allowed Andaman Lines to acquire one more vessel named "Inger Victor" for inter-island service. This will be exclusively used for inter-islands. Instead of 3 vessels there will be 5 vessels. These are the development which have already taken place.

Now coming to our future programme, we may state that we intend to replace "ss 'Cholunga' by a new ship because we find that it has become old."

6.9. Elucidating the future programme, he further stated:

"It means we have proposed to taken action in the matter of plying vessels between Mainland and the Andaman and Nicobar Islands and the inter-Island service taking into account our future requirement So far as the passenger traffic between the Andaman and Nicobar Islands and the Mainland is concerned, we find that the passenger traffic is likely to increase by about 10 per cent annually for the next five years and the total traffic during 1976-77 will go up to 61,133 passengers. "We hope that with the help of both MV 'Vikramaditya' and MV 'Andaman', it would be possible to cater to this traffic. We have assessed that MV 'Andaman' will be able to carry 19,000 passengers in a year and MV 'Vikramaditya' will be able to carry 54,000 passengers in a year. The number of passengers carried by passenger vessels last year was about 40,000 and recently this figure has gone up. Even then we have been able to cater to the increase in the passenger traffic. As a result of introducing a bigger vessel between the Mainland and the Andaman Islands by the Shipping Corporation, increase in passenger traffic could be accommodated."

6.10. On being asked as to whether Government had formulated their plans and taken steps in coordination with the Ministries concerned, he stated:

"As far as co-ordinated programme is concerned, the Border Road Development Board had indicated to use their requirement of more cargo through the Chief Commissioner. We held meetings with the Chief Commissioner and the Border Road Development Board and the concerned Ministries were also represented in that meetings.

We came to the conclusion that there was an urgent need for Border Road Development and for movement of traffic in the inter island service, we immediately took on charter one vessel. Taking into account the small size of vessels which can operate in inter-island service what their likely capacity would be and how much cargo they would be able to lift in a year, we had again decided to add another vessel also."

6.11. The Committee were informed that the Forest Department was unable to exploit the forest wealth of the Andamans to the full capacity for lack of transportation. When asked by what time Government expected to provide full transportation facilities so as to fully exploit the forest wealth in Andamans, the representative added:

"Sir, I will divide your question into two parts. First I will deal with the question of timber and secondly the other cargos. So far as timber is concerned, the Shompen ship was built in 1963 and its cargo and timber capacity are 3550 and 2000 tonnes respectively. It is being utilised for timber carriage. As regards other cargo inter-island service, 'Catherina' vessel which has been chartered can carry about 6000 tonnes per year. Then we have assumed on the basis of 8 months working and two return trips in a month. In each trip, it will be able to carry 350 tonnes. Here, we had to acquire smaller vessels and actually we had to search considerably in order to find out smaller vessels. With very great difficulty, we located this vessel. So far as Inger Victor is concerned, it has got 617 DWT capacity. Taking into account the capacity utilised for carrying its bunkers etc. it will have a capacity of 400 to 500 tonnes for carrying cargo."

As far as they understood, there was no deadlock for transportation of timber.

6.12. The Chief Commissioner of the Andamans in reply to questions, has stated that he had discussed the Islands' requirements with the Minister for Shipping. As a result thereof, two decisions were taken. First, two cargo vessels were added for inter-island run. Secondly, a decision was taken that "a team will visit Andamans to assess our transport requirements and based on the work out future shipping requirements." The team was expected to visit the Islands by the end of the month.

6.13. As regards additional harbour and jetty facilities, the Additional Secretary, Ministry of Home Affairs has stated during evidence:—

> "I would like to give a broad reply. One is about the additional harbour and jetty facility. It is not that nothing has been done. I will request the Chief Commissioner to tell us when the new harbour and jetty will be ready. Then there is inter-island transport. We can give you the dates by which the new jetties will be ready. Then there is transport between island and the mainland. Then, whether the place is being developed as a tourist resort and whether we are making full use of it. These are all linked up. We are not making full use of it. But, I am sure, Defence Ministry is making full use and I think, that is the proper use also. Even if we are unable to have tourist resort, the Defence Ministry is able to put it to good use. I would say that is the proper use. It is being put to a very important use by the Defence Ministry."

6.14. Asked to state whether Shipping was running at a loss, the epresentative of the Shipping and Transport Ministry has stated:

> "Taking totality of the passenger and goods service it is running at a loss. Timber is the main product and this has been exempted from the increase in freight rate. That is why, the vessel Shompen which was making slight profit, has gone into loss. Similarly for passenger service also, we are running into losses. That is why, we are subsidising the Shipping Corporation of India for the Shipping Corporation vessels to the extent of 80 per cent and for those which are Government vessels, 100 per cent subsidy is being given by the Government of India to reimburse the losses. Both the passenger and the cargo rates are subsidised."

6.15. The Committee note that Government are taking steps to provide additional transport facilities between Port Blair and Mainland as well as for inter-Island Services. They note that old vessels have been/are being replaced by new vessels having larger capacity and faster speed. The Committee further note that Government have recently added two cargo vessels for inter-Island run and that instead of three vessels, there will now be 5 vessels for inter-Island services.

6.16. During their tour of the Islands, the Committee gathered the impression that inadequacy of transport between the Mainland and the Islands as well as for inter-Island Services, was a major bottleneck in the development of the Islands. They were informed that one of the constraints for the fuller exploitation of the rich forest wealth of the Islands was the inadequacy of transport for the carriage of timber. The Committee note that Government have recently decided to send a team to the Islands to assess the transport needs and to work out future shipping requirements. The Committee welcome the decision of the Government to send the team to the Andamans. They would, however, urge that the team should be sent expeditiously and should be asked to submit their report within a specified time. The Committee have no doubt that this team will hold consultations with all the concerned interests and Ministries and will work out the transport requirements both for meeting transport requirements between the Islands and Mainland as well as for inter Island services. The Committee feel that a part from greater movement of cargo, there will be considerable increase in the movement of passengers including tourists from the Mainland to the Islands and on inter Island services. The Committee would like the Government to work out the transport requirements for the Islands on short term and long term basis and take necessary measures to meet these requirements effectively in the interest of overall development of these Islands.

6.17. The Committee would also like Government to consider the provision of faster mechanised boats for speedy inter Island communication between Port Blair and other far flung Islands to provide easy communication between them.

CHAPTER VII

DEVELOPMENT OF FISHERIES AND FISHERIES BASED INDUSTRIES

7.1. There is a Fisheries Department in the Islands under the charge of a Fisheries Development Officer. It is responsible for the:—

(i) Development of Fisheries.

(ii) Exploratory Fishing in the Sea.

(iii) Marine Biological Observations on the Fish and Fisheries.

(iv) Improved Methods of Fishing.

(v) Implementation of mechanised fishing and local fishing methods.

(vi) Cold Storage and ice Plant.

Acquisition of Mechanised Fishing Boats:

7.2. In paragraph No. 5.56 (Serial No 28) of their 128th Report (1969-70), the Committee had made the following recommendation:

> "The Committee also recommend that immediate effective steps should be taken to induct mechanised fishing boats with modern fishing gear and the existing vacuum in the technical know-how should be removed as early as possible so that landing of fish in these Islands might increase considerably. Efforts should also be made to develop deep sea fishing They would also suggest that arrangements may also be made for giving publicity in improved practices fishing gear and equipments etc. by holding fairs and exhibitions from time to time."

7.3. In their reply dated 30th December, 1970 included in Chapter II of 8th (Action Taken) Report presented to Lok Sabha in July, 1971, Government had stated as follows:

> "Twenty mechanised boats (30' & 36') are expected to be received by the Andaman and Nicobar Administration

examined, there was a considerable amount of confusion in regard to the exact specifications and designs. When it was examined in great detail, it was found that the designs and specifications on the basis of which these vessels had been proposed to be constructed were not the same as the specification of the vessel which has been reported to be capsized...

The present position is that these vessels had not yet been supplied to Andamans."

Deep Sea Fishing Equipment

7.7. In Paragraph No. 5.53 (S. No. 25) contained in their 128th Report presented to Lok Sabha in May, 1970, the Committee had made the following recommendations:—

"The Committee are unhappy to note that Government have undertaken a development programme for fisheries without undertaking any survey so far to assess the potentialities of fisheries in the seas around the islands. They need hardly stress that a survey is an essential prerequisite of any development programme that may be envisaged in this regard particularly with a view to see its economic and commercial viability. The Committee would, therefore, urge that survey to assess the potentiality of development of fisheries around the islands may be undertaken as expeditiously as possible."

7.8. In their reply dated 30-12-1970 included in Chapter II of the 8th (Action Taken) Report of Estimates Committee presented in July, 1971, the Ministry of Home Affairs had stated as follows:

"A scheme for establishment of a Deep Sea Survey Unit at Port Blair has been included in the Fourth Plan. The Unit is expected to be set up during the current year."

7.9. Intimating further progress in this regard, the Andaman and Nicobar Islands Administration in a written note received in December, 1972, had stated as follows:

"A scheme for establishment of a Deep Sea Survey Unit at Port Blair has been included in the IVth Plan in the Central sector and the Ministry of Food and Agriculture is implementing it. This unit will undertake the survey work. Two trawlers of 57 feet length meant for surveying

the fishing ground in these waters have already been positioned since October, 1971."

7.10. During their tour of the Islands, the Committee were given to understand that only two of the vessels were operating. Asked to a state the present position, the representatives of the Ministry of Agriculture and the Chief Commissioner have stated during evidence that "all the vessels are working"; "the vessels have started working now after your departure."

Repair to Trawelrs for Fishing Surveys

7.11. The Committee were also informed that three old trawlers which were not serviceable had been provided to the Administration.

Asked to state how it happened and when they would be replaced, the representative of the Ministry of Agriculture has stated that all the three trawlers are in working condition. One vessel might be awaiting some repair. The facilities for repairs on the Islands were limited.

7.12. Elucidating this further, he has stated during evidence:

"The problem is that there are not adequate facilities in Andamans for repairs. They are not on the same scale as available at many ports on the mainland. We cannot get vessels repaired and sent out to sea for fishing as quickly as we can get it done on the mainland. The repairs take a long time. Some spare-parts may not be available at hand. They may have to be brought from the mainland. So the vessels remain without use for longer period on the island than on the mainland. But, it is not correct that they are not functioning."

7.13. The Deputy Director of Fisheries, actually posted on the Islands, is in charge of the work. Asked to state when Government were informed about the unserviceability of the trawlers and after what period, they were repaired, he has stated:

"This problem about the difficulty in getting the boats repaired came up very shortly after the boats were first sent to the Islands in October, 1971. It is not as if the boats had just one problem which could be settled straightaway on the spot and then sent out to work. The problems for the different vessels were quite different. In some cases, the life saving equipment on the boats had just completed

it normal span of life. There was some difficulty in getting it replaced. In some cases, there were difficulties about engines. There were a variety of difficulties. All these difficulties were there not at one time but all along....

Two of the vessels are Indian made and they are fitted with Indian made engines. Third vessel is an imported one and is fitted with foreign made engine.

In fact, the idea in putting these survey vessels, is to assess the type of fishing, deep sea fishing, which can be undertaken. These vessels have made a large number of voyages in spite of the fact that they have been laid up from time to time awaiting repairs and to on."

7.14. Explaining the purpose of these surveys, he stated:

"The survey is not merely conducted in order to determine whether there is fish or not. We have plenty of indirect evidence to show that there is plenty of fish in the sea around Andamans....

According to the surveys conducted by the vessels posted at Port Blair, some results are of a negative type and some results of a positive type. I am mentioning this in order to indicate why these surveys are necessary. You may be knowing that even on the mainland we have not developed our deep-sea fishing very much. We have still to develop it. We know that vessels from other countries come and fish, *not within, but near* our territorial waters. In the Andamans we have sent these vessels not to find out whether there is fish or not, on which we have got lot of indirect evidence that there is plenty of fish; but we want to know what type of vessels will be most suited for the Andaman waters and what are the species of fish that are available there. Because, this will help us in determining the type of vessels that will be more useful.....

In the case of vessels that were caught, they may be containing fish in their holds which may have come from long distance and may not necessarily be the fish caught in Andaman waters. We would not be knowing from where those fish were caught. Moreover, we cannot really make out a case or determine the type of vessel merely on the basis of one or two catches."

Fish Landings and their Target

7.15. In a written note dated 31-12-1972 regarding fisheries, furnished by the Andaman and Nicobar Administration, they have stated as follows:—

> "The Fourth Plan outlay is Rs. 6.250 lakhs for six schemes. The schemes mainly relate to settlement of fishermen families from other States and supply of Eessential Fishery Requisites at 50 per cent subsidised rates. The expenditure during the first 3 years come to Rs. 1.059 lakhs.
>
> In 1967, the total quantity of the fish landed in these Islands was 410 tonnes. In 1969, this increased to 412, to 500 in 1970 and to 569 in 1971. The target of fish landing fixed for the Fourth Plan was 2400 M.T. and upto November, 1972 the quantity landed is 2050 M.T. It is expected that the target will be exceeded by the end of the Plan period. The achievements and the targets fall far short of the actual requirements of the population, which at present work out to 4200 M T. per annum for the present population."

7.16. The representative of the Ministry of Agriculture stated during evidence that the fish landing at present is 670 tonnes per annum. When asked to indicate the requirements, the representative clarified the position saying:

> "These figures here, 2400 M.T., during the Fourth Plan period indicate the cumulative total of what was expected to be got during the Fourth Plan. The figure of 4200 M.T. given here indicates a figure of anual requirement based on the theoretical need-based calculations. 4200 M.T. actually represents a very high level of fish intake, which we do not have anywhere on the mainland. The average mainland availability of fish is 8.1 grams per day *per capita*. That is how it works out on the basis of our catch. If we take a figure of 4200 million tonnes as the requirement for Andamans, that would work out something like 100 grams per day *per capita*. I do not think, we should really take 100 grams as the basis for working out the requirements of Andamans. It is, however, true that the availability of 8 grams in the mainland is a very low figure. In the Andamans, it should be possible to raise it even higher

because there the question of transport is not very difficult. We should be able to attain a higher figure than 8 grams in the mainland. Something substantial than that should be achieved, but not 100 grams per day *per capita*."

The above figures were based on the assumption that 60 per cent of the population were fisheating.

Training Scheme for Fisheries Cooperatives

7.17. In paragraph 5.54 (Serial No. 26) of their 128th Report (1969-70), presented to Lok Sabha in April, 1970, the Committee had recommended:

"The Committee regret to note that the Fishermen Cooperatives are suffering largely due to lack of leadership amongst the members who are unaware of the cooperative principles on which the movement is to be led to progress. The statement of the Administration that they have no adequate know-how for this work either, is rather surprising. The Committee feel that guidance could have been sought by the Administration in this respect from the Ministry of Food, Agriculture, Community Development and Cooperation so that the Fishermen Cooperatives could have made some progress in achieving the aims for which they were established. The Committee hope that necessary steps will now be taken in this regard to boost up the cooperative movement in these Islands".

7.18. In their reply dated 30-12-1970, included in Chapter II of the 8th (Action Taken) Report of Estimates Committee presented to Lok Sabha in July, 1971, the Ministry of Home Affairs had stated as follows:—

"The recommendation that steps should be taken to stimulate and organise the cooperative movement in the field of fisheries in the Islands is accepted. A review of the position will be made by the Ministry of Food, Agriculture, C.D. and Cooperation in consultation with Andaman Administration and suitable programme framed."

7.19. Subsequently, the Administration of Andaman and Nico-

bar Islands in a written note furnished in December, 1972 have indicated the progress in implementation of the recommendation as follows:—

> "The Ministry of Agriculture (Department of Cooperation), New Delhi intimated vide Shri Sinha, Director (C.T.)'s d.o. letter No. 11013|1|70-CT dated 14-5-1971 that the Ministry will prepare a draft scheme for training and education of the fishermen cooperatives in Andaman and Nicobar Islands and furnish it to this Administration. He also requested us to indicate a suitable time for his visit to these Islands to study the development of cooperative movement and the programme of education and training on cooperation. He was advised *vide* Administration d.o. No. 5-3(29)|71-Dev.II dated the 29th July, 1971, to visit these Islands after November, 1971. Since then the Administration has been remaining the Ministry of Agriculture in the matter periodically. The Director (C.T.), Government of India, Ministry of Agriculture, Department of Cooperation has since informed us that the matter is under active consideration of the Ministry and final reply would be furnished in the 2nd week of July, 1972. No further communication has been received from him. He is being reminded from time to time."

7.20. Asked to state the further progress made in implementing the scheme, the representative of the Ministry of Agriculture has stated during evidence:—

> "We have recently received a scheme which has been worked out specifically for the training of Managers of Fisheries Cooperative Societies, but that is quite recent. We have not had anything put up in the Andamans for that. In fact, we do not have a special training scheme for Managers of Fisheries Cooperatives anywhere in the country so far. The National Cooperative Union of India are looking into this problem. They have set up a Committee; they have prepared a very detailed programme for the training of Managers of Fisheries Cooperatives. We have just received that. We hope, we will be able to train people at least in some of the centres already set up in the country.

The scheme of training of members of cooperative societies, particularly fishermen cooperative societies, in which we are interested, has not really been done anywhere in the country so far. That is another problem which the National Cooperative Union of India has taken up. They expect to be able to provide a blue print for that."

7.21. The Committee are concerned to note that despite their recommendation (Paragraph 5.56. S. No. 28, 128th Report) made in May 1970, there has been inordinate delay in the supply of mechanised fishing boats to the Islands for coastal fishing. While furnishing their reply in December, 1970. Government had visualised receipt of these boats in the Islands by the end of 1971. Yet, the boats have not been supplied to the Andaman and Nicobar Administration so far. The Committee are unhappy that their recommendation, though accepted by Government, has not been implemented so far.

7.22. The Committee note that the delay has been caused by the capsizing of 36' boat which led to re-checking and re-designing of boats. The Committee feel that if adequate care had been taken in the beginning itself, in laying down the exact specifications and designs of boats, after a careful check, the subsequent confusion and delay would have been avoided. What the Committee would like to emphasise is that, due to delay in implementation of programme of supply of boats, the very purpose of providing mechanised fishing boats to the Lslands viz., increase in fish landings, has been defeated. They would, therefore, urge that Government should resolve the problem urgently so as to ensure supply of the mechanised boats to the Islands without further delay.

7.23. The Committee note that the Department of Agriculture has contended that the three trawlers supplied to the Islands are serviceable but there have been delays in carrying out repairs to the trawlers as repair facilities on the Island are limited. The Committee urge that Government should pay adequate attention to the provision of better facilities for repairs to the trawlers on the Islands so as to increase their utilisation and working.

7.24. The Committee regret to note that though their recommendation for stimulating and organising Fishermen Cooperatives on the Island, made in April, 1970, had been accepted by Government, no progress has been made in this regard so far. They are constrained to observe that though the Ministry of Agriculture

were considering to prepare a draft scheme for training and education of the Fishermen's Cooperatives in the Islands in May, 1971, after their Officer had visited the Islands, no Officer from the Ministry of Agriculture has yet visited the Islands and no scheme was submitted till very recently.

7.25. The Committee note that a scheme for the training of Managers of Fisheries Cooperative Societies is being processed at present by the Ministry of Agriculture. The Committee would urge that a comprehensive scheme for organising Fishermen's Cooperatives should be prepared by Government in consultation and cooperation with the local Administration expeditiously and effective steps should be taken to implement the same so that Fishermen's Cooperatives are organised on the Islands on proper lines.

7.26. The Committee note that the target of fish landing in the Islands was fixed at 2400 M.T. for the 4th Plan period which is likely to be exceeded. They, however, note that the actual requirement of fish for the population was worked out at 4200 M.T. per annum. It was explained to the Committee that the target of 4200 M.T. represents a very high level of fish intake (about 100 gramme per day per capita) which does not exist anywhere on the mainland.

7.27. The Committee are unable to appreciate why the requirements of fish for the population in the Islands were worked out at 4200 M.T. per annum if these were far above the existing level of consumption of fish and are not feasible of attainment. The Committee would like the Government to work out the requirement of fish for the population of the Islands on a realistic basis and to prepare well-considered schemes for its attainment.

7.28. In this connection, the Committee would also like to point out that with the development of the Islands for tourists and other purposes as well as with the expansion of wood-based and other industries, the population of the Islands is likely to increase considerably. They would, therefore, like the Government to take the present as well as the future needs of the population into account as well as the dietary habits of the inhabitants before fixing the requirements of fish for the Islands. The Committee would also stress that while assessing their requirements, Government should consider the export potentiality of fish available in and around the Islands.

CHAPTER VIII

WELFARE OF ONGE TRIBALS

8.1. In paragraph 1.28 (Serial No. 1) of their 128th Report (Fourth Lok Sabha) the Committee had made the following recommendation: —

> "The Committee appreciate the difficult task in handling the hostile tribes in order to improve their lot. They trust that sustained efforts would be made by Government to preserve and develop the unique tribes of these islands keeping in view the individual requirement of each tribe and as the exigencies of the situation may demand They would like to suggest that the cooperation of societies such as the Bharatiya Adimjati Sevak Sangh may be sought by requesting them to send experienced social workers to work among these tribes for establishing closer contacts with them. Government may also examine the feasibility of deputing social anthropologists, well acquainted with the past history and cultural background of these tribes to study their conditions and to suggest suitable remedies for effecting improvements in their living conditions."

8.2. In their reply dated 17-12-1971 included in Chapter II of the Committee's 8th (Action Taken) Report (Fifth Lok Sabha), the Ministry of Home Affairs stated as follows: —

> "The recommendation of the Committee has been accepted by Government.
>
> 2. In fact two representatives of the Bharatiya Adimjati Sevak Sangh are already working in Little Andaman and Strait Island with the Onges and the Andamanese respectively. The A & N Administration are also trying to obtain the services of other social workers willing to work in the tribal areas.
>
> 3. A sub-station of Anthropological survey of India exists at Port Blair. This Office is cooperating actively with the Andaman and Nicobar Administration in the matter of extending peaceful contacts with 'Hostile' and 'partially

hostile' tribes in the islands. An officer of the Department of Anthropology has also gone to the Islands to undertake studies regarding Shompens.

4. Government have framed guidelines to establish contacts with the Jarawas, to study their language and to befriend them. Some response has already been noticed. A social Anthropologist will also be deputed to the Islands as soon as the Administration get hold of some Jarawas."

8.3. The Committee during their study tour of the islands in December, 1972—January, 1973, had seen first hand the living and phisical conditions of Onge Tribals in Little Andamans and found them far from healthy. Many of the women were suffering from wounds all over their bodies and the children appeared to be having enlargement of liver and other ailments. The men complained that they had not been supplied fishing nets and hooks for fishing for the last many months. The Committee, also learnt that a sum of about Rs. 15,000|- per year was given as grant by the Administration for work connected with the development of these tribals but most of it was spent in the payment of salaries and allowances of the two Social workers who are working with the tribesmen At the moment hardly any money is being spent on the welfare of tribesmen.

8.4. In reply to a question regarding the steps taken to ameliorate the living conditions of Onge Tribals, the Chief Commissioner has stated during evidence:

"Accordng to 1971 census, there are 112 Onges. They are distributed in two Groups, one in eastern coast and the other on Western coast. The main scheme that we have proposed for their settlement is a cocoanut plantation in the area of 200 acres, of which 50 acres have been planted with cocoanut seedlings and the present yield is 20,000 cocoanuts per year. A belt of five kilometers around this plantation has been reserved for the Onges to put up their huts and a social worker is also working with them.

We have also made some arrangements for marketing of honey. During the last three years Rs. 88,500|- were spent on their welfare. This amount has progressively increased. In 1969-70 it was 12,700, in 1970-71, 25,700 and in 1971-72, 40,100. After the direction given by the Committee I have issued instructions that more intensive schemes should be prepared particularly because of the

anxiety expressed by the Committee regarding the skin diseases of the tribal people. We have a hospital but, as the Additional Secretary has mentioned, it is at quite some distance and the Onges do not make enough use of this hospital."

8.5. The Chief Commissioner added that the Onges have since been provied with fishing nets.

8.6. The Committee are distressed to note that a sum of about Rs. 15,000 per year given by the Administration for the uplift of the Tribals, was mostly utilised towards payment of salaries and allowances of the social workers working with the tribesmen. The Committee are unable to appreciate why necessary funds were not earmarked and made available for the concrete welfare schemes for Onge tribals. They desire that this should be done forthwith.

8.7. The Committee regretfully note that, according to Government's own admission, there are no proper arrangements for providing medical care to the Onges. Due to paucity of doctor in the Andamans, it has not been possible to provide a separate doctor for them. The Committee feel that, in view of the limited number of Onge tribals in Andamans, the Administration should immediately take effective steps to improve the living conditions of the Onge tribals and provide medical care for them.

8.8. The Committee would further suggest that social service organisations of proven merit and dedicated to the cause of tribals like the Ramakrishna Mission might be got interested in the welfare of the Tribals on these Islands. Government may also consider approaching the Council of Medical Research and All India Institute of Medical Sciences to establish extension centres in the Andaman and Nicobar Islands for studying and providing intensive medical care to the Onges and other tribals whose numbers are fast diminishing.

CHAPTER IX

CONCLUSION

9.1. The Andaman and Nicobar Islands occupy a position of strategic importance in the Indian Ocean. Besides, these have a special importance because of the incarceration suffered by the political prisoners in the struggle for India's freedom. These islands have rich potentiality for self sustained growth if our developmental efforts are properly directed and implemented in time as a specially scheduled programme.

9.2. The Estimates Committee had exhaustively gone into various factors inhibiting development in these islands as far back as May, 1970 and also given an Action Taken Report in July, 1971 after scrutinising the Action Taken Notes received from Government.

9.3. The Committee had taken up the review of the subject last year after it came to notice that progress in several fields had been far from satisfactory, even though Government had intimated earlier that recommendations made by the Committee would be implemented. When the Study Group of the Estimates Committee visited the Andaman and Nicobar Islands from 28th December, 1972 to 2nd January this year, they were greatly concerned to find that even in vital matters like that of extending medical and health facilities for the inhabitants, developing the forest resources and putting them to industrial uses, exploitation of the fish potential and in general, the development of infra structure, particularly transport and power, the position had been far from satisfactory.

As has been pointed out earlier in the Report, the Committee are greatly disturbed to note that despite assurances of earnest action, a number of important posts of Medical Officers, specialists in Medicine, Surgery and Anaesthesia, etc., have remained un-filled for several years. The Committee cannot understand how Government with all its resources of man-power and organisation, should allow themselves to be reduced to such a helpless position. The Committee desire that not only the existing vacancies in the cadre of Medical and Health Personnel should be filled forthwith in the interest of providing essential health services to the inhabitants but also a perspective and detailed plan for the next five years should

be drawn up to meet the health and welfare requirements of the inhabitants, particularly the Scheduled Tribals whose number is fast dwindling.

9.4. The Committee would also like concerted measures to be taken to exploit the existing forest wealth of the Islands to meet the requirements of the mainland as also export timber, particularly decorative timber, to foreign countries, in order to earn valuable foreign exchange.

9.5. The Committee would like effective steps to be taken to develop the Fish Industry in and around the Islands to meet not only the requirements of the inhabitants but also to export to the mainland and other countries.

3.6. The Small Scale Industries Organisation and other Government's organisations should take concerted measures to foster development of small scale industries, based on locally available materials and suitted to meet the requirements of the Islands as well as of the mainland.

9.7. Above all, Government should pay special attention to the building up of an infra-structure in the Islands, particularly, adequate shipping facilities from the Islands to the mainland and between the Islands, in the interest of fostering integration of the country, development of trade and stabilisation of prices.

9.8. Last but not the least, the Committee would like Government to translate in letter and spirit the objective laid down by the Prime Minister of preserving the "gaunt severity" of the Cellular Jail. The Committee would like this to be done in accordance with a well-defined and time bound programme.

KAMAL NATH TEWARI,
Chairman,
Estimates Committee.

NEW DELHI;
April 27th, 1973
Vaisakha 7th, 1895 (*Saka*)

APPENDIX I

(*Vide* para 2.27)

EXTRACT FROM THE REPORT OF THE THIRD CENTRAL PAY COMMISSION, 1973

VOL. II

CHAPTER 47—UNION TERRITORIES

Andaman & Nicobar Islands

91. A universal demand made by the employees serving in the A&N Islands is that the amount of Compensatory Allowance payable at the rate of 7½ per cent of pay, subject to a maximum of Rs. 100 per month, is grossly inadequate in view of the high cost of living in these islands The Administration has also supported this demand and stated that an analysis of the data concerning price of essential commodities like foodgrains, sugar, salt, cooking oils, cloth, firewood, petrol etc shows that the cost of living at Port Blair is 25 per cent higher than in Calcutta or Madras where the compensatory (city) allowance (CCA) is payable at the rate of 8 per cent of pay The Administration has also pointed out that almost all essential goods are not available locally and have to be imported from either Calcutta or Madras which are both 'A' Class cities for purposes of CCA.

92. In the same connection, the associations representing the local recruits, i.e., employees other than those appointed as mainland recruits, or persons serving in these islands on deputation terms, have referred to the Special Allowance admissible to persons recruited or deputed from the mainland. For purposes of special allowance, The Union Territory has been divided into three areas and the current rate of special allowance in each of these areas is given below:

Areas of posting	*Rate of Special Allowance*
South Andaman	25% of basic pay plus dearness pay subject to a maximum of Rs 250/- p.m.
North Andaman/Middle Andaman	30% of basic pay plus dearness pay subject to a maximum of Rs 300/- p.m.
Nicobar Islands/ Little Andaman/ Nercondum Islands	35% of basic pay plus dearness pay subject to a maximum of Rs 300/- p.m.

In addition to the compensatory and special allowance, mainland recruits and deputationists are also entitled to free unfurnished

the sea passage. In our view, an officer would be taking his parents to these islands generally under very compelling circumstances which, by itself, would justify the acceptance of the demand that has been made. We recommend that dependent parents should be included within the definition of 'family' for purposes of free sea passage.

99. The Administration has informed us that all the provisions relating to compensation allowance, special allowance and certain concessions granted in the matter of accommodation, etc., are temporary in character and come in for review at periodic intervals. Their view is that the factors for which these allowances and concessions have been provided are unlikely to change during the short period and the requirement of a periodic review of these matters throws up unnecessary work from time to time besides creating an air of uncertainty among the beneficiaries. We feel that these allowances and concessions will have to be continued for quite some time and there is no need to lay down specific dates after which a review becomes necessary. Government can always review these orders as and when the relevant circumstances change. We would, therefore, suggest that while the temporary character of these allowances and concessions may be brought out in the orders issued on the subject, no specific date need be mentioned after which the matter has to be necessarily reviewed.

100. Some of the unions representing industrial workers have brought to our notice that a very large section of the industrial workers serving in the departments of A & N Administration are continuing either as casual labourers or as temporary employees. It has been stated that several industrial workers holding posts on the industrial establishments are also denied the benefit of leave and other provisions under the fundamental rules and the supplementary rules. In many cases, workers on regular operational jobs in the factories and workshops run departmentally are not being treated as regular employees, even though their pay and allowances are being charged against posts created in the industrial establishments. We would suggest that the matter should be reviewed and these posts should be brought on the regular establishment where justified.

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CHAPTER 56 Para 51

We note that at present there is no uniformity in the compensation that is allowed where a Government residence is not actually provided to the officials who are eligible to it on a rent free basis.

We think that certain guide-lines should be allowed to as to bring about uniformity in this matter, in the various Departments. As a general proposition it seems reasonable to provide that the quantum of such compensation should correspond to the amount deducted as house rent for government accommodation, from the employees not entitled to rent free accommodation. In the classified cities, this amount should be in addition to the House rent allowance which would be admissible to the corresponding employees. In both cases the total amount so payable should not exceed the amount actually paid by the employees as house rent. We recommend accordingly. The revised rules should apply only to those who are able to produce actual rent receipts. In other cases the existing rates would continue to apply.

APPENDIX II

Summary of Recommendations/Conclusions Contained in the Report

Sl. No.	Para No.	Recommendation
(1)	(2)	(3)
1.	2.30	The Committee are constrained to observe that in spite of their recommendations made about three years ago, urging Government to review the question of vacancies of Medical Officers in the Islands at a high level and take appropriate remedial measures to fill them and subsequent Government's reply given in December 1970 that efforts have been made from time to time to fill the vacancies under the Andaman and Nicobar Islands expeditiously, no worthwhile improvement has been effected in filling the vacancies of Doctors particularly specialists in the Islands. The Committee regret to note that a number of vacancies of doctors particularly specialists are lying unfilled on the Islands for quite long periods. They regret to note that for the past 8 years (excluding a brief period from 26th May, 1972 to 15th January, 1973) no regular qualified Anaesthetist has been posted to fill the vacancy in the Islands. They are also constrained to note that the post of medical specialist has been lying vacant since May 1970 and that of the Malaria-cum-Filaria Officer since March, 1970. They are surprised to note that operations have been conducted in the Islands without the help of a qualified Anaesthetist and Surgical spesialist. During the period of two months upto 20th February, 1973 for which information was supplied to the Committee, 32 such operations were conducted. This

(1)	(2)	(3)
		not only exhibits a sory state of affairs so far as medical facilities on the Lslands are concerned but also poses danger to human life in the absence of proper medical attention. It is disappointing to note that Government has not been able to bring about any improvement in providing welfare measures like provision of satisfactory medical and health services on the Islands which is very essential not only for the benefit of the local inhabitants but also to implement the various development schemes including resettlement of refugees and Ex-Servicemen on the Islands. The Committee would therefore strongly urge that Government should immediately take effective steps to fill up the posts of medical officers on the Islands particularly those of Anaesthetist and Surgical specialist without further delay and ensure that a qualified Anaesthetist is always in position in the Islands to help in the operations.
2	2.31	The Committee would also like to point out that the anticipated requirements of doctors (including specialists) on the Islands during the Fifth Five Year Plan period would increase considerably. It is, therefore, imperative that effective measures are taken urgently to attract the doctors to the Islands so that not only the existing vacancies are filled up expeditiously but no difficulty is encountered in meeting the increased requirements of doctors for the Fifth Plan.
3.	2.32	The Committee note that the Government are proposing to send a team of specialists consisting of a Gynaecologist, one medical specialst and one Anaesthetist to Andaman for a period of six weeks or so to provide a stop-gap availability of specialist medical cover for that period. It is also proposed to send three or four similar teams over a period of a year to attend to urgent and serious cases. The Committee consider that sending of such teams is not an adequate answer to meet the needs of medical care on the

(1)	(2)	(3)
		Islands, and the problem can only be solved by posting regular specialists on the Islands.
4	2.33	The Committee were informed in November, 1971 that the Department of Health were of the view that the only way to find officers for manning the vacant medical posts in far-flung areas like Andaman and Nicobar Islands was to re-introduce and enact the National Service Bill which had since lapsed on dissolution of Fourth Lok Sabha. During evidence, however, the Committee were informed that the Bill which had since been enacted, applied to personnel below the age of 30 years and that Government would not be able to get specialists in the age-group below 30 years. The Committee are, therefore, led to the inevitable conclusion that even after promulgation of the National Service Act, 1972, on which Government had pinned their hopes sofar, there would be no tangible improvement in the problem of recruitment/posting of medical/surgical specialists to the Andamans under this enactment. The Committee would, therefore, strongly recommend that Government should devise other concrete and effective measures to solve the problem of doctors in the Islands without further delay
5	2.34	The Committee note that the question of grant of extra incentives to medical/surgical and other specialists to attract them to the Islands has been under consideration of Government since November, 1971. However, discussinons even at Ministers' level have not produced any tangible results.
6	2.35	The Committee note that it has been admitted by Government that 'due to the conditions of service in Andamans it is difficult for them fill up all the posts of doctors etc. and the position will remain where it is'. The Committee are surprised at the state of helplessness exhibited by

(1)	(2)	(3)
		Government and would suggest that the same should be remedied immediately by posting the requisite number of medical officers and specialists by allowing the necessary incentives.
7	2.36	The Committee have been informed that there was a thinking in the Ministry of Finance that the grant of additional incentives to doctors in the Andamans would have repercussions on the other categories of officers in the Islands and that it was tentatively decided to wait for the recommendaions of the Third Pay Commission before taking a final decision in the matter. The Committee suggest that as the Third Pay Commission's Report has also since been presented to Government, they should examine the position expeditiously so as to arrive at a decision in this regard without further delay.
8	2 37	The Committee would further suggest that apart from the special monetary incentives being considered Government should also consider the provision of following measures to attract the doctors to the Islands:— (i) Recalling of Officers to the Mainland positively after the completion of their fixed tenure in the Islands; (ii) Giving preference for sending on advanced training course|Post-graduate training| Fellowship to the doctors on return from Andamans; and (iii) Posting to a station of choice on return from Andamans.
9	2 38	The Committee stress that Government should take immediate effective steps to fill up the vacancies of doctors and other medical specialists in the Islands in the interest of safeguarding public health of the inhabitants of those Islands.

(1)	(2)	(3)
10	3.18	The Committee are constrained to observe that even though a period of three years has elapsed since they recommended in Paragraph 1.31 of their 128th Report (Fourth Lok Sabha) that the dilapidated condition of the Cellular Jail should be improved and it should be maintained as a national monument, the progress made in this regard is not satisfactory. The Committee note that according to the current programme, repairs to Wing No. I, which is being utilised as a jail, will be completed by December, 1973 and that after the building of a separate jail is sanctioned, this Wing will be vacated. The Enterance Block will be vacated by the Medical and Health Services after December, 1974; Wing No. 7 will be vacated by January, 1975 and the repairs completed by March, 1976; repair to Wing No. 6 will be completed by December, 1973 and the Wing will be vacated by March, 1976. The Committee feel that as necessary funds for the preservation of the Cellular Jail in its present form are already available with the Administration, the programme for repairs of the jail could have been speeded up. The Committee consider that the work of drawing up a phased programme for the construction of buildings which may be necessary for shifting the offices, stores, etc. now located inside the Cellular Jail building may be expedited so that the building is not subjected to wear and tear on account of continued occupation.
11	3.19	The Committee note that Government have collected all the information about the names of people who were deported to Andaman Islands. Government have also taken the assistance of non-official organisations in his regard. Since Government have got enough information with them regarding the freedom fighters deported to Andamans, the Committee would urge that the list of names of freedom fighters should be com-

(1)	(2)	(3)
		piled expeditiously and the complete list of names inscribed on the stone plaque inside the jail without any further delay.
12	3.25	The Committee regret to note that there has been an inordinate delay on the part of Government in finalising the venue for erecting a statue of Netaji Subhas Chandra Bose at Port Blair. One of the reasons advanced was that the Committee constituted to select a suitable design could not at all hold further meetings nor visit the Islands, as the Convener was not available. The Committee are not convinced with the plea put forward by Government in this regard. They deplored the delay and would suggest that immediate action should be taken to raise a suitable monument at Port Blair to commemorate the visit of Netaji Subhas Chandra Bose to Andaman and Nicobar Islands, and no further delays should be allowed on any plea whatsoever.
13	4.28	The Committee are constrained to observe that the progress made by the Andaman Administration and the Ministries concerned towards full exploitation of Forest Wealth in the Islands is extremely slow and that at present, against the total capability of 3.67 lakh cubic metres, only 95,000 cubic metres, *i.e.* less than one third, is being exploited. It was after a year from the time the Committee had made their recommendations, that a Study Team visited the Islands in May, 1971 and their Report which was submitted on 21-9-1971 is still under consideration by Government. Likewise, the recommendations of an Expert Team from National Industrial Development Corporation which was deputed to explore the possibilities of setting up wood-based industries and export of timber from the Island to foreign countries, which were submitted to Government are also under consideration of Government.

(1)	(2)	(3)
		The Committee feel that inordinate delays in implementation of these programmes are bound to defeat the very purpose for which the original recommendation of the Committee was made. The Committee would, therefore, stress that Government should finalise its decisions on the Study Team and Expert Team's proposals without further delay and undertake a crash programme for the fullest exploitation of forest wealth so as to ensure maximum possible yield from the rich forest resources of the Islands.
14	4.29	The Committee are also distressed to note that, as against 95,000 cubic metres of timber being extracted on the Islands annually, the shipping programme to the mainland provided for 25,000 cubic metres only. Of this 19,000 cubic metres could be actually shipped.
15	4.30	Regarding the problem of transport of timber to the Main land, the Committee note that the Chief Conservator of Forests, Andamans, clarified that as against the shipping programme for 1972-73 i.e., 25,000 cubic metres of round timber to Mainland, the Administration could ship only 19,000 cubic metres, and consequently, "the timber which we were supplying to the industry will also become surplus to us, it means that we will need another ship of that type". On the other hand, the Executive Director of Shipping Corporation of India stated that "there is no regular backlog but it was only recently that this has occurred", and he added that the Corporation had not been given any demand by the Forest Department. In view of these conflicting statements, the Committee are unable to assess the exact position in this regard. They, are therefore, Constrained to observe that there is lack of concerted efforts and coordinated planning in the matter of timber extraction and its transport to the Mainland. The Committee would

(1)	(2)	(3)
		urge that Government should take immediate steps to resolve the problem and ensure adequate shipping facilities not only for the existing requirements of 30,000 cubic metres of timber but also for future requirements.
16	4.31	The Committee note that apart from the shortfall in export of timber to the Mainland, there is hardly any export thereof to the foreign markets. The Committe would urge that Government should examine the position with a view to asssess to what extent timber produced in Andaman forests could be exported to foreign countries so as to earn valuable foreign exchange.
17	4.32	The Committee further note that Government have discussed the question of encouragement of export of ornamental timber in the Central Coordination Committee. The Committee would urge that effective measures should be taken by Government to encourage the exploitation of ornamental timber to the fullest extent and arrange for its transport to the Mainland on a regular basis as raw material for the use of handicraft industry in the country whose products could be exported to other Countries.
18	4.33	The Committee would also like that the feasibility of exporting ornamental timber to foreign countries should also be examined at an early date.
19	4.34	The Committee further suggest that as marketing facilities are developed and experience is gained, efforts should be made to manufacture articles of ornamental timber in the Island itself to provide additional employment opportunities to the local inhabitants.
20	4.35	It was represented to the Committee during their tour of the Islands that the existing lease period of three years for 'coups' was inadequate

(1)	(2)	(3)
		and that it might be increased to ten years to enable the industrialists to make capital investment for heavy machinery for extraction of timber therefrom. The Committee would like Government to examine the matter and take decision urgently in the interest of putting to productive use the forest wealth of the Islands.
21	4.38	The Committee note that Government have formulated various developmental schemes for the setting up of industrial and wood-based complexes on the Islands. These include raising of Red Oil Palm Plantations and Rubber Plantations. The Committee note that these schemes would provide employment oppotunities to 5 to 6 thousand skilled and unskilled workers. In addition, a Working Plan for the exploitation of the vast virgin forests on the Islands, extraction of timber and setting up of forest-based industry such as paper industry, sports goods etc, has also been prepared The Committee have no doubt that these schemes would go a long way in encouraging the rapid development of these Islands and in providing employment to the local population there.
22	4.39	The Committee would like to point out that it is not merely enough if working plans for the setting up forest-based industry are formulated. It is also necessary that simultaneously steps are taken to implement these plans speedily according to time-bound targets. The Committee hope that necessary measures would be taken by Government in this regard.
23	4.40	As the forest wealth in the Mainland is being gradually depleted it is of greatest importance that maximum efforts should be made to develop forests in the Islands for which there is great potential for development. The Committee would therefore like Government to prepare and implement a long term Master Plan for the development of forests in the Islands.

(1)	(2)	(3)
24	5.12	The Committee are distressed to note that over a period of 12 years since 1961, the cottage| small scale industries on the Islands have not progressed. Consistent with the policy of Government to encourage small scale industries in the country, the Committee would strongly recommended that effective steps should be taken to encourage the cottage and small scale industries in the Andaman and Nicobar Islands. The Committee would also urge that the question of grant of higher subsidy to the small scale industries in Andamans may be considered and the matter regarding setting up of a Small Industries Service Institute finalised without delay.
25	5.13	The Committee cannot stress too strongly that arrangements should be made for making available water, power, raw materials and communications on the Islands at cheap rates as these are the basic infra-structure for the development of industries.
26	6.15	The Committee note that Government are taking steps to provide additional transport facilities between Port Blair and Mainland as well as for inter-Island Services. They note that old vessels have been|are being replaced by new vessels having larger capacity and faster speed. The Committee further note that Government have recently added two cargo vessels for inter-Island run and that instead of three vessels, there will now be 5 vessels for inter-Island services.
27	6.16	During their tour to the Islands, the Committee gathered the impression that inadequacy of transport between the Mainland and the Islands as well as for inter-Island Services, was a major bottleneck in the development of the Islands. They were informed that one of the constraints for the fuller exploitation of the rich forest wealth of the Islands was the inadequacy

(1)	(2)	(3)
		of transport for the carriage of timber. The Committee note that Government have recently decided to send a team to the Islands to assess the transport needs and to work out future shipping requirements. The Committee welcome the decision of the Government to send that team to the Andamans. They would however urge that the team should be sent expeditiously and should be asked to submit their report within a specified time. The Committee have, no doubt this team will hold consultations with all the concerned interests and Ministries and will work out the transport requirements both for meeting transport requirements between the Islands and Mainland as well as for inter Island services. The Committee feel that apart from greater movement of cargo, there will be considerable increase in the movement of passengers including tourists from the Mainland to the Islands and on inter Island services. The Committee would like the Government to work out the transport requirements for the Islands on short term and long term basis and take necessary measures to meet these requirements effectively in the interest of overall developments of these Islands.
28	6.17	The Committee would also like Government to consider the provision of faster mechanised boats for speedy inter Island communication between Port Blair and other far flung Islands to provide easy communication between them.
29	7.21	The Committee are concerned to note that despite their recommendation (Paragraph 5.56, S. No. 28, 128th Report) made in May, 1970, there has been inordinate delay in the supply of mechanised fishing boats to the Islands for coastal fishing. While furnishing their reply in December, 1970, Government had visualised receipt of these boats in the Islands by the end of 1971. Yet, the boats have not been supplied to the Andaman

(1)	(2)	(3)
		and Nicobar Administration so far. The Committee are unhappy that their recommendation, though accepted by Government, has not been implemented so far.
30	7.22	The Committee note that the delay has been caused by the capsizing of a 36' boat which led to re-checking and re-designing of boats. The Committee feel that if adequate care had been taken in the beginning itself, in laying down the exact specifications and designs of boats, after a careful check, the subsequent confusion and delay would have been avoided. What the Committee would like to emphasise is that, due to delay in implementation of programme of supply of boats, the very purpose of providing mechanised fishing boats to the Islands *viz.* increase in fish landing, has been defeated. They would, therefore, urge that Government should resolve the problem urgently so as to ensure supply of the mechanised boats to the Islands without further delay.
31	7.23	The Committee note that the Department of Agriculture has contended that the three trawlers supplied to the Islands are serviceable but there have been delays in carrying out repairs to the trawlers as repair facilities on the Island are limited. The Committee urge that Government should pay adequate attention to the provision of better facilities for repairs to the trawlers on the Island, so as to increase their utilisation and working.
32	7.24	The Committee regret to note that though their recommendation, for stimulating and organising Fishermen Cooperatives on the Island, made in April, 1970, had been accepted by Government, no progress has been made in this regard so far. They are constrained to observe that though the Ministry of Agriculture were considering to prepare a draft scheme for train-

(1)	(2)	(3)
		ing and education of the Fishermen's Cooperatives in the Islands in May, 1971, after their Officer had visited the Islands, no Officer from the Ministry of Agriculture has yet visited the Islands and no scheme was submitted till very recently.
33	7.25	The Committee note that a scheme for the training of Managers of Fisheries Cooperative Societies is being processed at present by the Ministry of Agriculture. The Committee would urge that a comprehensive scheme for organising Fisherman's Cooperatives should be prepared by Government in consultation and cooperation with the local Administration expeditiously and effective steps should be taken to implement the same so that Fishermen's Cooperatives are organised on the Islands on proper lines.
34	7.26	The Committee note that the target of fish landing in the Islands was fixed at 2400 M T. for the 4th Plan period which is likely to be exceeded. They, however, note that the actual requirement of fish for the population was worked out at 4200 M. T. per annum. It was explained to the Committee that the target of 4200 M.T represents a very high level of fish intake (about 100 gramme per day per capita) which does not exist anywhere on the mainland.
35	7.27	The Committee are unable to appreciate why the requirements of fish for the population in the Islands were worked out at 4200 M.T. per annum if these were far above the existing level of consumption of fish and are not feasible of attainment. The Committee would like the Government to work out the requirement of fish for the population of the Islands on a realistic basis and to prepare well-considered schemes for its attainment.

(1)	(2)	(3)
36	7.28	In this connection, the Committee would also like to point out that with the development of Islands for tourists and other purposes as well as with the expansion of wood-based and other industries, the population of the Islands is likely to increase considerably. They would, therefore, like the Government to take the present as well as the future needs of the population into account as well as the dietary habits of the inhabitants before fixing the requirements of fish for the Islands. The Committee would also stress that while assessing their requirements, Government should consider the export potentiality of fish available in and around the Islands.
37	8 6	The Committee are distressed to note that a sum of about Rs 15,000/- per year given by the Administration for the uplift of the Tribals, was mostly utilised towards payment of salaries and allowances of the social workers working with the tribesmen The Committee are unable to appreciate why necessary funds were not earmarked and made available for the concrete welfare schemes for Onge tribe They desire that this should be done forthwith.
38	8.7	The Committee regretfully note that according to Government's own admission, there are no proper arrangements for providing medical care to the Onges Due to paucity of doctors in the Andamans, it has not been possible to provide a separate doctor for them The Committee feel that, in view of the limited number of Onge tribals in Andamans, the Administration should immediately take effective steps to improve the living conditions of the Onge tribals and provide medical care for them.
39	8.8	The Committee would further suggest that social service organisations of proven merit and

(1)	(2)	(3)
		dedicated to the cause of tribals like the Ramakrishna Mission might be got interested in the welfare of the Tribals on these islands. Government may also consider approaching the Council of Medical Research and All India Institute of Medical Sciences to establish extension centres in the Andaman and Nicobar Islands for studying and providing intensive medical care to the Onges and other tribals whose numbers are fast diminishing.

APPENDIX—III

(*Vide*-Introduction)

Analysis of Recommendations/Conclusions contained in the Report.

I. CLASSIFICATION OF RECOMMENDATIONS

A. Recommendations for improving the Organisation and Working :—

S. Nos. 12, 20, 21, 22, 23.

B. Miscellaneous Recommendations :—

S. Nos. 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 13, 14, 15, 16, 17, 18, 19, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39.

Sl. No.	Name of Agent	Agency No.
	DELHI	
24.	Jain Book Agency Connaught Place, New Delhi.	11
25.	Sat Narain & Sons, 3141, Mohd. Ali Bazar, Mori Gate, Delhi.	3
26.	Atma Ram & Sons, Kashmeri Gate, Delhi-6.	9
27.	J. M. Jaina & Brothers Mori Gate, Delhi.	11
28.	The Central News Agency, 23/90, Connaught Place, New Delhi.	15
29.	The English Book Store, 7-L, Connaught Circus, New Delhi.	20
30.	Lakshmi Book Store, 42, Municipal Market, Janpath, New Delhi.	23
31.	Bahree Brothers, 188, Lajpatrai Market, Delhi-6.	27
32.	Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi.	66
33.	Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi-1.	68
34.	People's Publishing House, Rani Jhansi Road, New Delhi.	76
35.	The United Book Agency, 48, Amrit Kaur Market, Pahar Ganj, New Delhi.	88
36.	Hind Book House, 82, Janpath, New Delhi.	95
37.	Bookwell, 4, Sant Narankari Colony, Kingsway Camp, Delhi-9.	96
	MANIPUR	
38.	Shri N. Chaoba Singh, News Agent, Ramlal Paul High School Annexe, Imphal.	77
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39.	The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON, W.C.—2.	59

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